R E P O R T R E S U M E S

ED 013 700 RC 001 834

FORMS AND SCOPE OF POVERTY IN KENTUCKY. RESOURCE DEVELOPMENT SERIES 10.

BY- RAMSEY, RALPH J.
KENTUCKY UNIV., LEXINGTON

PUB DATE JAN 67

EDRS PRICE MF-$0.25 HC-$2.00 50P.

DESCRIPTORS- *ECONOMIC DISADVANTAGEMENT, *ECONOMICALLY DISADVANTAGED, *CULTURAL DISADVANTAGEMENT, *CULTURALLY DISADVANTAGED, INCOME, HEALTH, HOUSING, PARTICIPATION, EMPLOYMENT, SOCIAL RELATIONS, WELFARE, NEGROES, MIGRANTS, SCHOOL HOLDING POWER, RURAL POPULATION, RETARDATION, STATUS, URBAN POPULATION, LOW INCOME, SEX (CHARACTERISTICS), SOCIAL PROBLEMS, UNEMPLOYED, PART TIME JOBS, COOP. EXTENSION SERVICE,

THE PURPOSE OF THIS PUBLICATION WAS TO IDENTIFY POVERTY AND TO DESCRIBE PARTICULAR POVERTY SITUATIONS IN KENTUCKY. POVERTY IS DESCRIBED AS BEING A CONDITION OF DEPRIVATION IN ANY ASPECT OF LIVING WHICH HANDICAPS A PERSON IN ACQUIRING THE GOOD THINGS OF LIFE. FOR MEASURING THE EXTENT OF POVERTY IN KENTUCKY, THE FOLLOWING FACTORS WERE CONSIDERED--(1) INCOME, (2) EDUCATION, (3) EMPLOYMENT, (4) HOUSING, (5) HEALTH, (6) SOCIAL PARTICIPATION, AND (7) WELFARE RECIPIENTS. VARIOUS TABLES ARE PRESENTED WHICH ANALYZE THE COMPOSITION OF THE POVERTY-STRICKEN SEGMENT OF THE POPULATION IN KENTUCKY. TO COMBAT THESE PROBLEMS OF POVERTY, THE NATIONAL COMMITTEE FOR ECONOMIC DEVELOPMENT RECOMMENDED A NINE-POINT PROGRAM OF ACTION CONCERNING EDUCATION AND TRAINING, AND CALLING FOR A COMBINATION OF FEDERAL, STATE, LOCAL, AND PRIVATE EFFORT. THE PROGRAM WAS PRESENTED VERY BRIEFLY IN THE PUBLICATION. (ES)

ED0137700

FORMS and SCOPE of POVERTY in KENTUCKY

INCOME · EDUCATION · HEALTH · HOUSING · PARTICIPATION

by RALPH J. RAMSEY

Resource Development Series 10

University of Kentucky • Cooperative Extension Service • Agriculture and Home Economics

RC 001 834

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

FORMS AND SCOPE OF POVERTY IN KENTUCKY

By Ralph J. Ramsey

Department of Rural Sociology

Research Development Series No. 10

UNIVERSITY OF KENTUCKY

COOPERATIVE EXTENSION SERVICE
Agriculture and Home Economics

CONTENTS

(List of Tables - page 3; List of Figures - page 4)

Page

Introduction 5

I. Definitions of Poverty 5

II. Measures of Poverty and the Scope of Poverty in Kentucky . 8

A. Income 8
B. Education 19
C. Employment 21
D. Housing 27
E. Health 29
F. Social Participation 29
G. Welfare Recipients 30

III. Concentrations of the Needy in Kentucky . . . 32

A. The Non-White Population 32
B. The Old and the Young 34
C. Rural-Farm Residents 35
D. Migrants and the Immobile 41

IV. Implications for Programs 44

List of Tables

	Page
Table 1. — Relative income needed by selected age and size of family groupings to obtain comparable level of living, urban families, United States, 1960	9
Table 2. — Number of urban families with less than $3,000 income, unadjusted and adjusted to comparable levels of living, United States, 1960	9
Table 3. — Percentage of rural-nonfarm and rural-farm households with less than $3,000 income possessing selected housing characteristics, United States, 1960	10
Table 4. — Family characteristics of the low income population in Kentucky, 1960.	10
Table 5. — Distribution of Kentucky families by combinations of handicapping characteristics (age, sex, color, residence) and income, 1960	15
Table 6. — Distribution of Kentucky unrelated individuals by combinations of handicapping characteristics (age, sex, color and residence) and income, 1960	16
Table 7. — Distribution of Kentucky employed persons by combinations of handicapping characteristics (sex, residence and part-time work) and income, 1960	17
Table 8. — Distribution of Kentucky employed persons by combinations of handicapping characteristics (sex, color, education and residence) and income, 1960	18
Table 9. — Pupil retention and retardation in school, Kentucky, 1960	22
Table 10. - Median income per family by residence and number of workers in the family for all families and nonwhite families, Kentucky, 1960	23
Table 11. - Percentage distribution of Kentucky families by residence and number of workers in the family, for all families and nonwhite families, 1960	23
Table 12. - Labor force status of males 14 years and over, Kentucky, 1960	24
Table 13. - Distribution of those over 14 years of age not in the labor force by sex and residence for all persons and for nonwhite by age, in school, and with children under 6 years, Kentucky, 1960	25
Table 14. - Labor force status of females 14 years and over, Kentucky, 1960	26
Table 15. - Spending pattern of low income families by residence, United States, 1960	33
Table 16. - Status of young males and females by age groups, Kentucky, 1960	36

(continued on page 4)

(continued from page 3)

Table 17. - Distribution of Kentucky population over 65 years of age by living arrangements and marital status by sex, 1960. 37

Table 18. - Distribution of all unemployed and part-time workers by sex, residence, school status, and of nonwhite, Kentucky, 1960 38

Table 19. - Comparison of urban, rural nonfarm and rural population on selected characteristics, Kentucky, 1960 39

Table 20. - State of birth of Kentucky residents and residence of Kentucky natives, for all persons and nonwhite persons, 1950 and 1960 43

Table 21. - Distribution of Kentucky population over 5 years of age in 1960 by residence in 1955 for all persons and for nonwhite persons 43

List of Figures

Page

Fig. 1. — Percentage of families with less than $3,000 income in 1959, Kentucky. 11

Fig. 2. — Median income by school grades completed for selected populations, Kentucky, 1960 14

Fig. 3. — Median grade of schooling completed by persons over 25 years of age by age groups, total, rural farm and non-white populations, Kentucky, 1960 20

Fig. 4. — Percentage of housing units classified as substandard (not sound and/or without complete plumbing), Kentucky, 1960 28

Fig. 5. — Percentage of housing units classified as overcrowded (more than 1 person per room), Kentucky, 1960 28

FORMS AND SCOPE OF POVERTY IN KENTUCKY

By Ralph J. Ramsey

The Congress of the United States in adopting the Economic Opportunity Act of 1964 declared in essence: It is the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training and the opportunity to live in decency and dignity. Thus, elimination of poverty in America has become a major national domestic goal.

Poverty is not, however, a new social problem for Americans. It is one that they have faced from the time of the earliest settlements. In the past, concern for the impoverished has been expressed mainly through such charitable programs as providing emergency relief in times of sickness or death. More recently in the United States some preventive legislation has been passed, such as that regarding minimum wage rates, security of income for retired people, minimum housing standards, health regulations, compulsory school attendance, and so-called full employment. The old idea that poverty is an Act of God or an indication of an individual's indolence has gradually shifted to a realization of the many social factors underlying poverty. Today it is recognized that whole segments of our society have been deprived of opportunity for economic progress. Actions now are aimed toward the elimination of the causes of poverty, and this goal involves providing deprived groups and individuals with the opportunity to develop their capacities to full potential.

Both governmental agencies and private organizations have accepted this challenge by attacking the underlying causes of poverty. The extensiveness of the effort is illustrated by the federal government's allocation of several billion dollars to the "War on Poverty" program.

Persons determining policies and programs for agencies and organizations interested in the anti-poverty effort have questions about the nature of the problem which concerns them. What is poverty? How can the people affected be identified? How can they be reached? What activities will have the greatest impact on solving the problem? What resources are needed for getting the job done? What other groups are interested in the same activities? Where are the areas of greatest need, and in which areas are current programs most and least adequate?

This publication is concerned with the identification of poverty and a description of particular poverty situations in Kentucky.

I. DEFINITIONS OF POVERTY

What is poverty? Individuals, organizations, and programs concerned with the problems of poverty have sought to define the characteristics and causes of the ill which they hope to cure. President Johnson in his March 16, 1964, message on poverty said, "There are millions of Americans--one fifth of our people--who have not shared in the abundance which has been granted to most of us, and on whom the gates of opportunity have been closed."[1/] He said further that "it is a daily struggle to secure the necessities for even a meager existence . . . a hopelessness for the young . . . poor education, broken homes, hostile environment, ill health, racial injustice, lack of skills demanded in a complex

---

1/ Lyndon B. Johnson, "The Great Unfinished Work of our Society," in the March 16, 1964, Message on Poverty. Taken from Robert E. Will and Harold G. Vatter, editors, Poverty in Affluence, Harcourt, Brace and World, Inc., New York, 1965, p. 46.

society and a lack of knowledge as to how to secure the skill, a mounting sense of despair which drains initiative, ambition, and energy. The war on poverty is a struggle to give these people a chance so they can share in the promise of this nation."2/

The United Nations has been particularly concerned with under-developed nations where many people live at the starvation level and where disease and infant mortality rates are high. Taking a broad approach to the problem of poverty, the U.N. has used the term "level of living." As defined by the United Nations in International Definition and Measurement of Standards and Levels of Living, level of living includes the factors of health, food and nutrition, education, conditions of work, employment, aggregate consumption and savings, transportation, housing, clothing, recreation, social security, and human freedoms.3/ According to the U.N. report, these aspects of level of living are interrelated, and programs are necessary to correct deficiencies in each of the content areas.

"Action for Appalachian Youth," the report of a 1963 demonstration program for Kanawha county (West Virginia) youths, describes such conditions and attitudes in needy rural neighborhoods as indifference, indolence, isolation, squalor, ignorance, ill health, chronic demoralization, unemployment, illiteracy, hopelessness, indigency, delinquency, school dropouts, feeling unprepared to "go it alone," feeling of not being the master of one's fate, little experience in cooperation or formal organization, low degree of job aspiration or preparation, disparity in basic community services, overcrowded housing, and illigetimacy.4/ Descriptions of urban neighborhoods in this study involved a few quite different conditions and attitudes -- large numbers of women working, women heads of households, alcoholism, apathy, cynicism, passive resistance, crime, and parent-child conflicts.

I. M. Rubinow in The Encyclopaedia of Social Sciences in 1936 listed a number of factors which cause poverty: 1) death or disappearance of the wage earner; 2) illness, accidents, and old age; 3) strikes, lockouts, boycotts, depressions; 4) low level of training; 5) families too large; 6) emotional difficulties; 7) criminal behavior; and 8) physical or mental handicaps.5/

Allison Davis reported in a study of 600 families in Chicago that "low income and large families force the working class parent to reduce his ambition to a level of subsistence; to lower his sights as far as long-time planning and studying for better jobs and for finer skills are concerned; to narrow, limit, and shorten his goals with regard to the care, nutrition, education, and careers of his children."6/

He further stated: "This terrible pressure for physical survival means that the child in the average working-class family usually does not learn the 'ambition,' the drive for higher skills and for educational achievement that the middle-class child learns in his family. The working-class individual usually does not learn to respond to these strong incentives and to seek these difficult goals because they have been submerged in his family life by the daily battle for food, shelter, and the preservation of the family. In this sense, ambition and the

---

2/ Ibid.

3/ Report on International Definition and Measurement of Standards and Levels of Living. An Interim Guide. United Nations, New York, 1961.

4/ The Charleston Youth Community, Inc. of Charleston, West Virginia, Action for Appalachian Youth: A Demonstration Program for Kanawha County Youth. "Cultural Description of Kanawha County" by Louise Burr Gerrard, mimeo, Charleston, W. Va., Dec. 1963.

5/ I.M. Rubinow, "Poverty," The Encyclopaedia of Social Sciences, Vol. XII, Macmillan, New York, 1934, p. 284-292.

6/ Allison Davis, "The Motivation of the Underprivileged Worker," dittoed manuscript, University of Chicago, 1954, p. 2.

drive to attain the higher skills are a kind of luxury. They require a minimum physical security; only when one knows where his next week's and next month's food and shelter will come from can he and his children afford to go in for the long-term education and training, the endless search for opportunities, and the tedious apple-polishing that the attainment of higher skill and occupational status requires." 7/

In a general way, poverty in the United States can be defined as not realizing the "American Dream." It is being below the minimum level of living that is common to a majority of people in the United States in this decade. James Truslow Adams in his Epic of America states, "The American Dream that has lured tens of millions of all nations to our shores in the past century has not been a dream of merely material plenty, though that has doubtless counted heavily. It has been much more than that. It has been a dream of being able to grow to fullest development as men and women." 8/

Michael Harrington in The Other America: Poverty in the United States states: "Poverty should be defined in terms of those who are denied the minimal levels of health, housing, food, and education that our present stage of scientific knowledge specifies as necessary for life as it is now lived in the United States. Poverty should be defined psychologically in terms of those whose place in the society is such that they are internal exiles who, almost inevitably, develop attitudes of defeat and pessimism and are therefore excluded from taking advantage of new opportunities." 9/

It is not necessary for one to be at the starvation level to be classified as having "low income" in America today. A special tabulation of rural housing and other conveniences by income levels for the United States shows a considerable ownership of selected conveniences among persons in the low-income groups (Table 3). The possession of the conveniences is less frequent than among those with greater income, but the data do indicate that "low income" is not synonymous with a completely barren level of living.

Poverty means much more than a lack of income or material goods. It is a condition of deprivation in any aspect of living which disadvantages a person in acquiring the "good things of life." It is being below the generally agreed upon national level of living. Poverty includes being deprived of opportunities to improve one's level of living. In some areas, often called "pockets of poverty," a high percentage of the entire county or region is disadvantaged. Some of these "pockets" may include several counties or even an entire state. The Southern Appalachian Region is, with some exceptions, such an area.

Poverty is not simply a general condition but has many specific aspects. It has been defined as 1) being in the lower one-fifth of the nation in respect to whatever aspect is being discussed and 2) being below a minimal standard in pertinent areas of life. The first working definition is unacceptable if the goal to eliminate poverty is ever to be attained, for there will always be a lower one-fifth. The idea of being below a minimal standard is a more acceptable working definition. For this discussion both definitions will be used for the various indicators.

7/ Ibid.

8/ James Truslow Adams, Epic of America, Barton, Little, Brown and Co., New York, 1931, p. 305.

9/ Michael Harrington, The Other America: Poverty in the United States, MacMillian Company, New York, 1962, p. 191.

Minimal standards in particular fields are affected by variations in time and in geographic area. What is considered below minimum health standards in the United States today may have been considered quite adequate at another time or in another place, for example. It is also generally recognized that there are regional variations in standards of living in America. But since many of the youths in depressed areas will be in the national competition for jobs, these geographic standards will be ignored here except when local standards represent lower levels of aspiration and are deterrents to making improvements.

An example of the variation in time can be seen in definitions of minimum education requirements. A functional illiterate is currently defined by the Office of Economic Opportunity as one having less than eight grades of schooling. A few years ago the term was defined as one having less than four grades of schooling. About one-fifth of the nation's population over 25 years of age had had less than eight grades of schooling in 1960. The market for skilled labor today requires a high school certificate as a minimum. In a few years the requirement will be the completion of two years beyond high school. Minimal education can be defined in terms of what is necessary to enter the labor force today, or, perhaps more importantly, in terms of what will be required a few years from now.

II. MEASURES OF POVERTY AND THE SCOPE OF POVERTY IN KENTUCKY

Poverty, as the preceding section indicates, is a complex situation involving many factors. Poverty can be identified by comparison with certain objective standards. It can be described in terms of its causes, its conditions, or its effects. In addition, the person concerned with a particular poverty situation must know some of the characteristics of the people who are impoverished. In the following discussion of poverty in Kentucky, several areas of life will be considered--income, education, employment, housing, health, and social participation. The poverty level in each of these will be measured in terms of minimal standards set by experts in the field or by the relatively arbitrary standard of ranking in the lower one-fifth of the nation's population on a given measure. Being a recipient of welfare aid will also be used as part of the criteria. In addition, the impoverished people will be further described in terms of race, age, place of residence, and relative degree of mobility.

Since these factors are closely related, artificial separation into reference categories is difficult. However, each factor has, to some extent, a unique character, special problems, and particular implications for poverty programs. For this reason, characteristics and conditions which are realistically inseparable have, in some cases, been arbitrarily separated in the following discussion.

A. Income

Income is probably the most important single measure of poverty. In any consideration of level of living most items used as measures depend basically on the purchasing ability of the person. The Office of Economic Opportunity (OEO), using the 1960 census, originally defined poverty as having family income of $3,000 or less. OEO modified the definition in May 1965 to the following annual income limits: A one-person family, $1,540; a two-person family, $1,990; a three-person family, $2,440; a four-person family, $3,130. This modification was based on U.S. Department of Agriculture estimates of a cost of 23 cents per person per meal for food. The Bureau of Labor Statistics has developed a scale to measure the relative income required by urban families of varying sizes and with family heads of

different ages to maintain the level of living of a standard family of 4 whose head of the household is 35 to 54 years of age (Table 1). According to the table of comparable incomes, a family of two with a household head under 35 requires only 59 percent of the income required by the standard family, and a family of 6 with a household head who is 55 to 64 years old requires 140 percent of the income of the standard family. Using these adjustments, the number of low-income urban families in the United States was changed considerably. The number of two-person families and of those with household heads over 65 classed in the low-income group was reduced by about half. The number of low-income families with six or more persons was nearly doubled (Table 2).

TABLE 1. —RELATIVE INCOME NEEDED BY SELECTED AGE AND SIZE OF FAMILY GROUPINGS TO OBTAIN COMPARABLE LEVEL OF LIVING, URBAN FAMILIES, UNITED STATES, 1960

	Percent of Standard Family Income			
	Age of Head			
Size of Family	Under 35	35-54	55-64	65 and over
2	59	62	63	56
3	68	85	87	78
4	82	100	108	97
5	118	115	125	111
6 and over	118	131	140	120

Source: p.xi, United States Census of Population, 1960, Sources and Structure of Family Income. PC (2) 4C

TABLE 2. —NUMBER OF URBAN FAMILIES WITH LESS THAN $3,000 INCOME, UNADJUSTED AND ADJUSTED TO COMPARABLE LEVELS OF LIVING, UNITED STATES, 1960

	Unadjusted	Adjusted
Husband-wife Family		
2 persons	1,989,817	922,130
3 persons	606,279	389,358
4 persons	375,212	318,533
5 persons	232,448	305,200
6 or more persons	321,557	541,569
Age of Head		
Under 25	275,711	212,234
25 to 34	489,951	411,589
35 to 54	830,117	842,760
55 to 64	520,833	364,532
65 and over	1,309,787	645,675

Source: Table 4, United States Census of Population, 1960, Sources and Structure of Family Income, PC (2) 4C

1. Number of Low Income Families and Individuals

In Kentucky in 1960 more than 400,000 families and unrelated individuals fell into the low-income group as defined by the census. This number included 291,237 families with incomes of less than $3,000 per year. This was 38 percent of all families. The 126,950 unrelated individuals with less than $2,000 made up 70 percent of all unrelated individuals (Table 4). Individuals and family members make up 1,266,943 persons in low income.

TABLE 3. —PERCENTAGE OF RURAL-NONFARM AND RURAL-FARM HOUSEHOLDS WITH LESS THAN $3,000 INCOME POSSESSING SELECTED HOUSING CHARACTERISTICS, UNITED STATES, 1960

Characteristics	Rural-Nonfarm		Rural-Farm	
	Owners Percent with	Renters Percent with	Owners Percent with	Renters Percent with
Housing:				
Sound with all plumbing	47	24	43	21
Sound, not all plumbing	20	18	25	22
Deteriorating	23	34	25	37
Dilapidated	10	24	7	20
Equipment:				
Radio	85	75	92	81
Television	70	56	74	63
Telephone	54	29	59	34
Automobile	64	56	83	73
Air conditioning	5	3	4	2
Home freezer	20	9	49	30
Dryer	6	3	9	9
Washer	74	56	87	53

Source: Table 3, 1960 Census of Housing, Vol. VI, Rural Housing, United States Department of Commerce, Bureau of the Census

TABLE 4. —FAMILY CHARACTERISTICS OF THE LOW INCOME POPULATION IN KENTUCKY, 1960

	Total	Non-white
Total households	428,187	45,703
Families with 2 or more persons with less than $3,000 income		
Husband and wife present	233,367	17,740
Male head - no wife present	10,959	1,487
Female head - no husband present	46,911	8,531
One-person "families" (unrelated individuals) with less than $2,000 income		
Males	54,868	8,599
Females	72,082	9,346

Source: Table 140, United States Census of Population, Kentucky, 1960 Detailed Characteristics, PC (1) 19D, Ky.

2. Location of Low Income Families

In 1960, 26 Kentucky counties with over 3,000 families[10] per county were under the $3,000 income level. These 26 counties had 47 percent of the total number of low-income families in the state. Jefferson county had the greatest number, 26,451 families, but these constituted only 17 percent of the total families in the county. Six counties had over 75 percent of all their families in the low-income category--Breathitt, Jackson, Magoffin, Menifee, Owsley, and Wolfe. An additional 45 counties had between 50 and 75 percent of all their families in the low-income category. In total, 77 counties in Kentucky had either a large number or a high percentage in the low-income classification (Fig. 1).

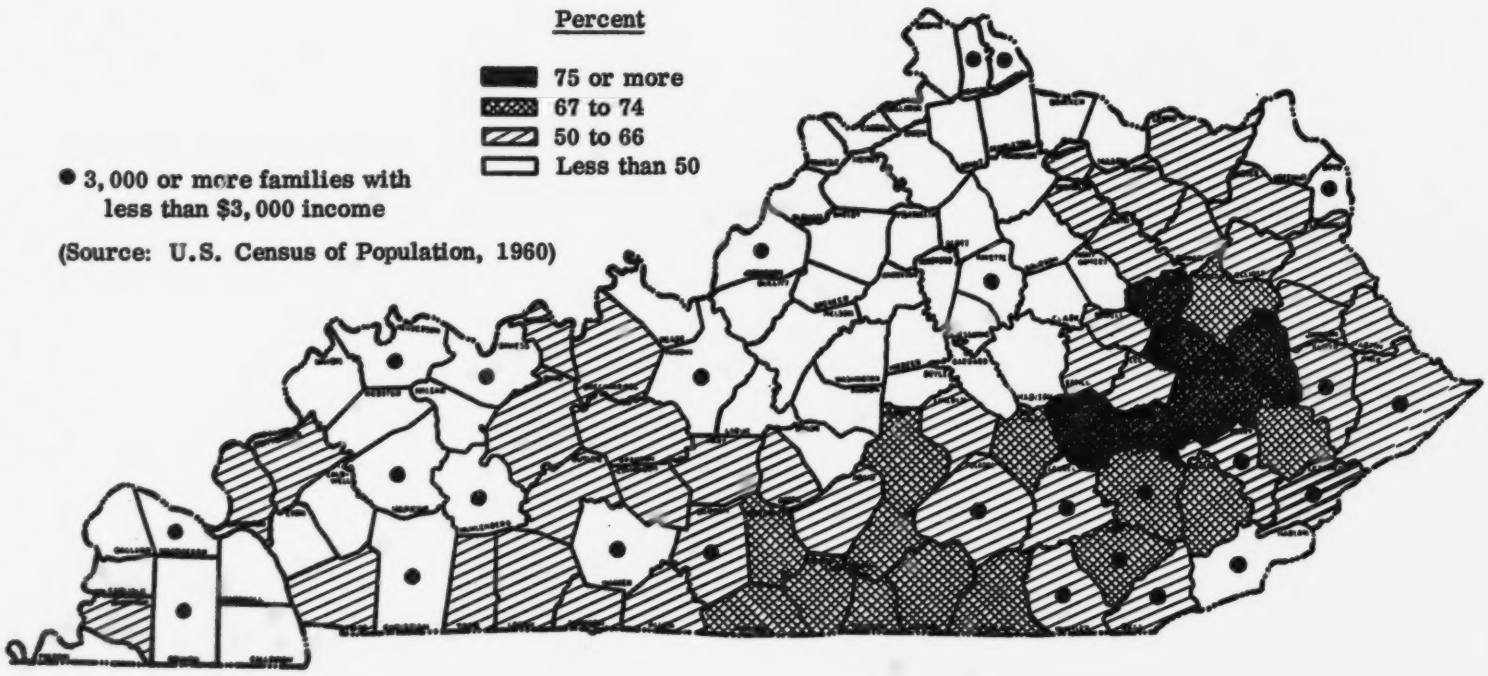

Percent
75 or more
67 to 74
50 to 66
Less than 50
• 3,000 or more families with less than $3,000 income
(Source: U.S. Census of Population, 1960)

FIG. 1. —PERCENTAGE OF FAMILIES WITH LESS THAN $3,000 INCOME IN 1959, KENTUCKY.

Low-income families are more concentrated in the rural areas. Although 19 percent of all families lived on farms in 1960, 29 percent of the low-income families lived on farms. Although 35 percent of all families lived in rural nonfarm areas, there were 43 percent of the low-income families living in rural nonfarm areas. Nearly half of the total families lived in urban areas, but only 28 percent of the low-income families were urban.

3. Location of Low Income Individuals

Over half (57 percent) of all unrelated individuals[11] lived in urban areas, and nearly as high a percentage (54 percent) of low-income unrelated individuals lived in urban areas. Eleven of the more urban counties accounted for 61 percent of all low-income unrelated

---

[10] A family is defined by the census as two or more people related to each other and living as an economic unit.

[11] An unrelated individual is defined by the census as a member of a household who is not related to other members or a person living in group quarters who is not an inmate of an institution. Primary unrelated individuals are usually heads of one-person households. Secondary unrelated individuals live in households but are not related to the head of the household. Those living in group quarters include military personnel in barracks, college students in dormitories, resident staff of institutions, persons renting rooms, and an "other" category.

individuals. Jefferson county again led with 37,988. Hardin and Christian (with military personnel) had 30,594, and Fayette had 12,926. Other counties with over 1,000 unrelated individuals had either large populations or contained colleges.

4. Characteristics of Low-Income Families and Unrelated Individuals

(a) Age - About 27 percent of all low-income families had heads of households who were over 65 years of age, while only 16 percent of all families had heads of households who were over 65. Nearly 70 percent of all Kentucky families with household heads over 65 were in the low-income group. Old age, then, is a factor related to low income.

Although not all people over 65 are retired, the relationship between retirement and age and low income is fairly high. Low-income families in Kentucky in 1960 were distributed by age as follows:

Age of Head of Household	Number of Families	Percent
under 35 years	61,105	21.3
35 - 44 years	46,283	16.2
45 - 64 years	101,654	35.5
65 and over	77,195	27.0
		100.0

Age was also a factor in the low-income unrelated individuals group. About 85 percent of all unrelated individuals over 65 were in the low-income group, and they accounted for 28 percent of all low-income individuals. College students and military personnel accounted for a large proportion. Thirty-five percent of the low-income individuals were under 35 years of age.

(b) Color - 90 percent of all low-income families were white; 10 percent were non-white. About 58 percent of all non-white families were in the low-income grouping. The percentage was high in all subcategories of urban groups, rural groups, age groups, and family types (Table 4). Eighty-six percent of the low-income unrelated individuals were white; 14 percent were non-white.

About 88 percent of all non-white unrelated individuals were in the low-income group. High concentrations of low-income unrelated individuals were found mainly among female, both white and non-white. Non-white males were distributed about the same way as the total population.

(c) Type of Family and Unrelated Individuals - Families with both husband and wife present numbered 233,367 and made up 80 percent of the low-income families.

Nearly 11,000 (4 percent) of the families had a male head of household and no wife. The 46,911 families with a female head of household and no husband comprised the other 16 percent.

Sixty-five percent of families with female heads of household and no husband were in the low-income category. The incidence was even higher for non-white families of this type; 81 percent were classified as low income.

The 1960 census did not report income levels by type of unrelated individual. Of the total number of unrelated individuals in Kentucky in 1960 the distribution was:

Heads of households (one-person households)	100,513
Members of households	28,556
Persons in military barracks	20,072
Persons in college dormitories	13,197
All others	17,573

Females with less than $2,000 income were highly concentrated in urban areas (64 percent). Over half (53 percent) were widowed, and almost half (48 percent) were over 65 years of age. Approximately 57 percent of the total low-income individuals were female. Low-income males were concentrated in the under-35 age group (53 percent) and in rural-nonfarm areas (51 percent), and they were largely single (59 percent). The concentration of young persons in the male group reflects the number of students and members of the armed services.

(d) Size - In comparison with the total population, a relatively high percentage of low-income families were of two sizes--two-person families and families of 7 or more. The two-person families were likely to be either younger couples or older people.

(e) Number working - To have no workers in a family is practically synonymous with low income. The proportion of families in a low-income situation decreases as the number of workers in each family increases. Over half of all low-income families had one worker.

Number of Family Workers	Number of Families	Percent of Total Low-income Families	Percent Low Income of Each Type
None	80,940	28.2	92
One	154,755	54.0	40
Two	43,988	15.4	19
Three or more	6,854	2.4	14
		100.0	

(f) Education - Data for this characteristic were based on the number of persons with some income. Low income for individuals was defined as less than $2,000 a year.

Years of Schooling Completed	Number of Workers	Percent of Total Low-Income Group	Percent Low Income of Each Type
No schooling	23,010	4.2	61
1 - 4 grades	101,791	18.9	55
5 - 7 grades	130,018	24.1	42
8 grades	138,082	25.6	35
1 - 3 years high school	60,507	11.2	25
4 years high school	52,955	9.9	20
1 or more years of college	32,760	6.1	18
		100.0	

Schooling is negatively correlated with income, but the wide distribution of schooling within the low-income group is rather striking. Schooling appeared to have less effect on income of females and of non-whites than of males and whites (Fig. 2).

(g) Combinations of Factors Related to Income - Generally speaking, low income appears in connection with several other factors--being non-white, living on a farm, having worked less than 40 weeks per year, having little schooling, and, as head of family being over 65, or being a woman (Tables 5, 6, 7, and 8). In each of these situations there is a higher percentage of low-income individuals or families than in the total population. When two, three, or four of these factors are combined, the percentage of low-income persons or families increases. With some combinations of these factors, over 90 percent of the people are low income. Although full-time employment and education are closely related to income, and a high percentage of all low-income persons had one or more of the six associated low-income characteristics, over a third of the total low-income families were non-farm, white families with male heads of households under 65 years of age; and over a fourth of all low-income unrelated individuals were white, nonfarm males under 65 years of age.

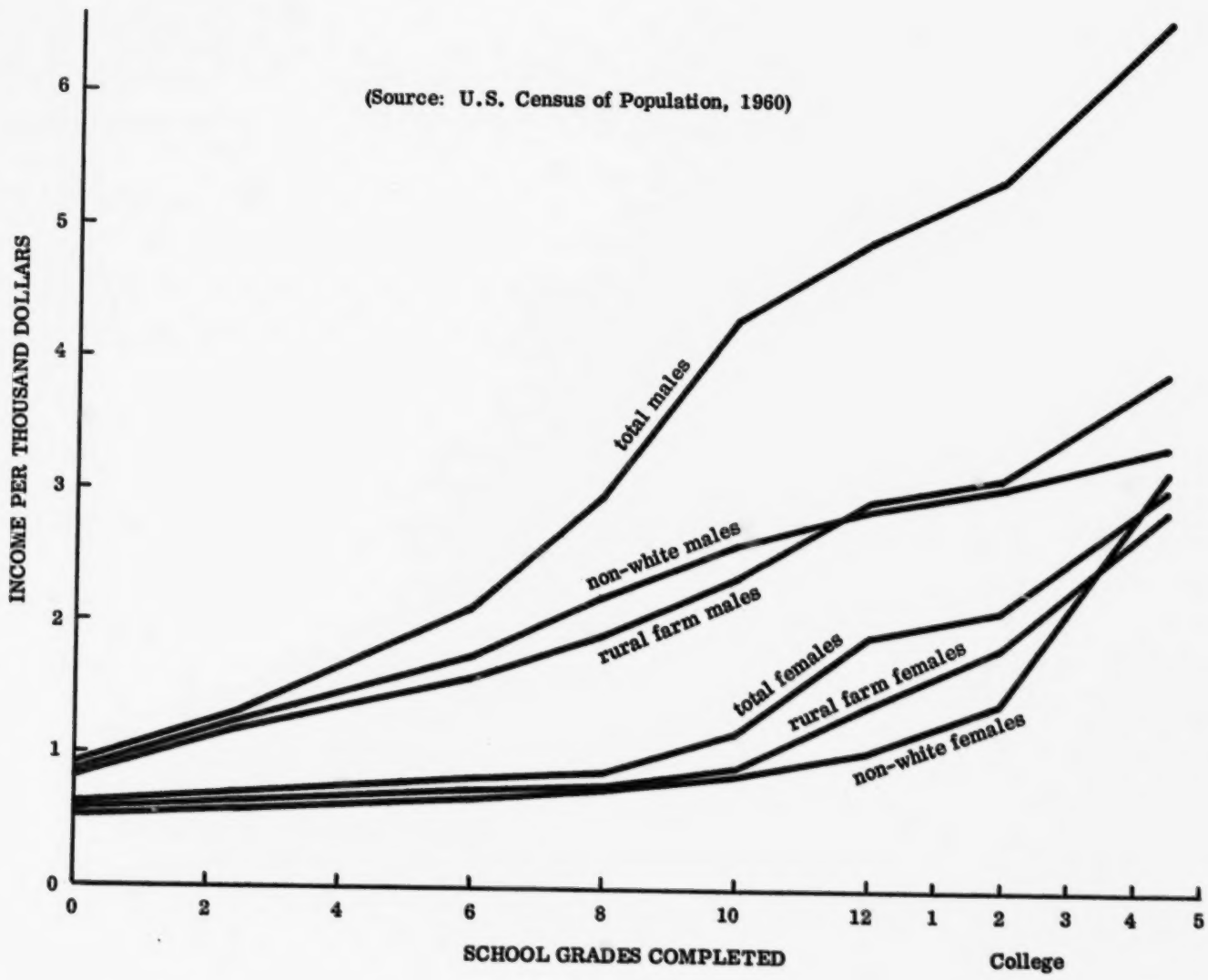


FIG. 2. —MEDIAN INCOME BY SCHOOL GRADES COMPLETED FOR SELECTED POPULATIONS, KENTUCKY, 1960

TABLE 5. —DISTRIBUTION OF KENTUCKY FAMILIES BY COMBINATIONS OF HANDICAPPING CHARACTERISTICS (AGE, SEX, COLOR, RESIDENCE) AND INCOME, 1960

Family type*	Number of families			
	Total	Income Under $3000	Per-cent of Type	Percent of Low Income Families
One handicapping factor present:				
Head over 65 (male, NF*, white)	67,111	41,454	61	15
Female head (under 65, NF, white)	40,233	24,392	61	9
Farm (under 65, male, white)	103,578	55,845	54	20
Non-white (under 65, NF, male)	28,574	12,378	43	4
Two handicapping factors present:				
Female, over 65 (NF, white)	15,152	9,068	60	3
Farm, over 65 (male, white)	24,777	18,107	73	6
Non-white, over 65 (male, NF)	5,775	4,251	74	2
Farm, female (under 65, white)	3,914	2,865	73	1
Farm, non-white (male, under 65)	3,550	2,056	58	1
Female, non-white, (NF, under 65)	8,127	6,681	82	2
Three handicapping factors present:				
Non-white, over 65, female (NF)	2,133	1,637	77	1
Non-white, over 65, farm (male)	655	542	83	0.2
Farm, female, over 65 (white)	2,881	2,055	71	1
Non-white, farm, female (under 65)	163	132	81	0.1
Four handicapping factors present:				
Over 65, farm, female, non-white	96	81	85	.03
No handicapping factors present: (under 65, male, non-farm, white)	445,353	104,693	24	37
Total	752,672	286,237	38	100
Total with heads over 65	118,580	77,195	65	27
Total with female heads	72,699	46,911	65	16
Total farm families	139,614	81,683	59	29
Total non-white	49,073	27,758	57	10

*Each family is classified in only one type. Handicapping characteristic is underlined. Other characteristics are in parenthesis. NF is abbreviation of "nonfarm."

Source: Table 139, U. S. Census of Population, Kentucky, 1960, Detailed Characteristics, PC (1), 19D, Ky.

TABLE 6. —DISTRIBUTION OF KENTUCKY UNRELATED INDIVIDUALS BY COMBINATIONS OF HANDICAPPING CHARACTERISTICS (AGE, SEX, COLOR, RESIDENCE) AND INCOME, 1960

Type of Unrelated Individual*	Number of Individuals		Percent of type	Percent of total low income individuals
	Total	Under $2000		
One handicapping factor present:				
Non-white (male, NF*, under 65)	8,850	5,760	65	5
Over 65 (male, NF, white)	11,582	9,070	78	7
Farm (male, under 65, white)	3,429	2,711	79	2
Female (under 65, white, NF)	46,474	29,849	64	24
Two handicapping factors present:				
Non-white, over 65 (NF, male)	2,649	2,366	89	2
Non-white, farm (male, under 65)	356	341	96	0.3
Non-white, female (NF, under 65)	6,583	5,825	88	5
Over 65, farm (male, white)	2,192	1,861	85	2
Over 65, female (NF, white)	32,717	28,157	86	22
Farm, female (under 65, white)	2,185	1,831	84	1
Three handicapping factors present:				
Over 65, farm, female (white)	3,059	2,899	95	2
Non-white, farm, female (under 65)	134	126	94	0.1
Non-white, over 65, female (NF)	3,418	3,313	97	3
Non-white, over 65, farm (male)	137	132	96	0.1
Four handicapping factors present:				
Non-white, over 65, farm, female	88	82	93	0.1
No handicapping factors present:				
(White, under 65, NF, male)	56,057	32,627	58	26
Total	179,910	126,950	71	100
Total non-white	22,215	17,945	81	14
Total over 65	55,842	47,880	86	38
Total farm residence	11,580	9,983	86	8
Total female	114,658	72,082	63	57

*Each unrelated individual is classified in only one type. Handicapping characteristic is underlined. Other characteristics are in parenthesis. NF is abbreviation of "nonfarm."

Source: Table 139, U. S. Census of Population, Kentucky, 1960, Detailed Characteristics, PC (1), 19D, Ky.

TABLE 7. —DISTRIBUTION OF KENTUCKY EMPLOYED PERSONS BY COMBINATIONS OF HANDICAPPING CHARACTERISTICS (SEX, RESIDENCE, PART-TIME WORK) AND INCOME, 1960

Type of person*	Number of Persons		Percent of type	Percent of total low income persons
	Total	Under $2000		
One handicapping factor present:				
Female (NF*, 40 weeks)	164,579	58,453	36	13
Farm (male, 40 weeks)	112,526	53,435	47	12
Under 40 weeks (male, NF)	163,498	109,540	67	24
Two handicapping factors present:				
Farm, female (40 weeks)	17,684	8,206	45	2
Female, under 40 weeks (NF)	131,518	109,655	83	24
Farm, under 40 weeks (male)	39,877	30,487	76	7
Three handicapping factors present:				
Farm, female, under 40 weeks	21,198	15,910	75	4
No handicapping factors present:				
(Nonfarm, male, 40 weeks)	462,869	64,230	14	14
Total	1,113,749	449,956	40	100
Total female workers	334,979	192,224	57	43
Total with farm residence	191,285	108,038	56	24
Total workers under 40 weeks	356,091	265,592	75	59

*Each worker is classified in only one type. Handicapping characteristic is underlined. Other characteristics are in parenthesis. NF is abbreviation of "nonfarm."

Source: Table 136, United States Census of Population, Kentucky, 1960, Detailed Characteristics, PD (1) D. Ky.

TABLE 8. —DISTRIBUTION OF KENTUCKY EMPLOYED PERSONS BY COMBINATIONS OF HANDICAPPING CHARACTERISTICS (SEX, COLOR, EDUCATION, RESIDENCE) AND INCOME, 1960

Type of Person*	Number of Persons		Percent of type	Percent of total low income persons
	Total	Income under $2000		
One handicapping factor present:				
Non-white (male, 8th, NF*)	23,488	8,086	34	1
Farm (male, 8th, white)	73,153	30,469	42	6
Female (NF, 8th, white)	241,201	136,890	57	26
0 - 7th (NF, male, white)	170,862	85,817	52	16
Two handicapping factors present:				
Non-white, farm (male, 8th)	953	655	69	0.1
Non-white, female (NF, 8th)	22,721	18,509	81	3
Non-white, 0-7th (male, NF)	23,084	14,333	78	2
Farm, female (white, 8th)	37,510	25,921	69	4
Farm, 0-7th (white, male)	67,862	46,441	68	9
Female, 0-7th (NF, white)	83,864	72,514	86	13
Three handicapping factors present:				
Farm, female, 0-7th (white)	18,586	16,762	90	3
Non-white, female, 0-7th (NF)	16,241	15,245	94	3
Non-white, farm, 0-7th (male)	3,022	2,575	75	0.5
Non-white, farm, female (8th)	984	843	86	0.1
Four handicapping factors present:				
Non-white, farm, female, 0-7th	1,206	1,132	94	0.2
No handicapping factors present:				
(White, NF, male, 8th)	372,729	62,931	17	12
Total	1,157,466	539,123	47	100
Total non-white	91,699	61,378	67	11
Total with farm residence	203,276	124,798	61	23
Total females	422,313	287,816	68	53
Total 0-7th grade of schooling	384,727	254,819	66	47

*Each worker is classified in only one type. Education is divided into 0-7 grades and 8 and over grades. NF. is abbreviation of "nonfarm." Handicapping characteristic is underlined. Other characteristics are in parenthesis.

Source: Table 138, United States Census of Population, Kentucky, 1960, Detailed Characteristics, PC (1), 19D. Ky.

B. Education

As job specialization and technology continue to increase in American society, more and more education is becoming necessary for more and more people. Higher and higher minimal education requirements are reflected in the changing definition of "functional illiteracy." For example, when the term was first used, the definition was one's having finished no more than the 4th grade. This minimum level was later raised to the 6th grade. The OEO is now using the 8th grade and there is speculation that the level will soon be raised to 10th grade. Daily experiences in the working world also reflect this trend. High school certificates are generally required to qualify for any but unskilled jobs. Even persons who now hold skilled jobs are warned that major retrainings will probably be required several times in their lifetimes in order for them to keep pace with expanding technology in the same job.

The importance of education to income was discussed in reference to income as a measure of poverty. This section deals with poverty of education as a measure in itself. In 1960 almost a third of Kentucky's total population over 25 years of age--534,784 persons--had completed less than 8 grades in school and were classed as "functionally illiterate." The following table characterizes by age, color, and residence this low-education group:

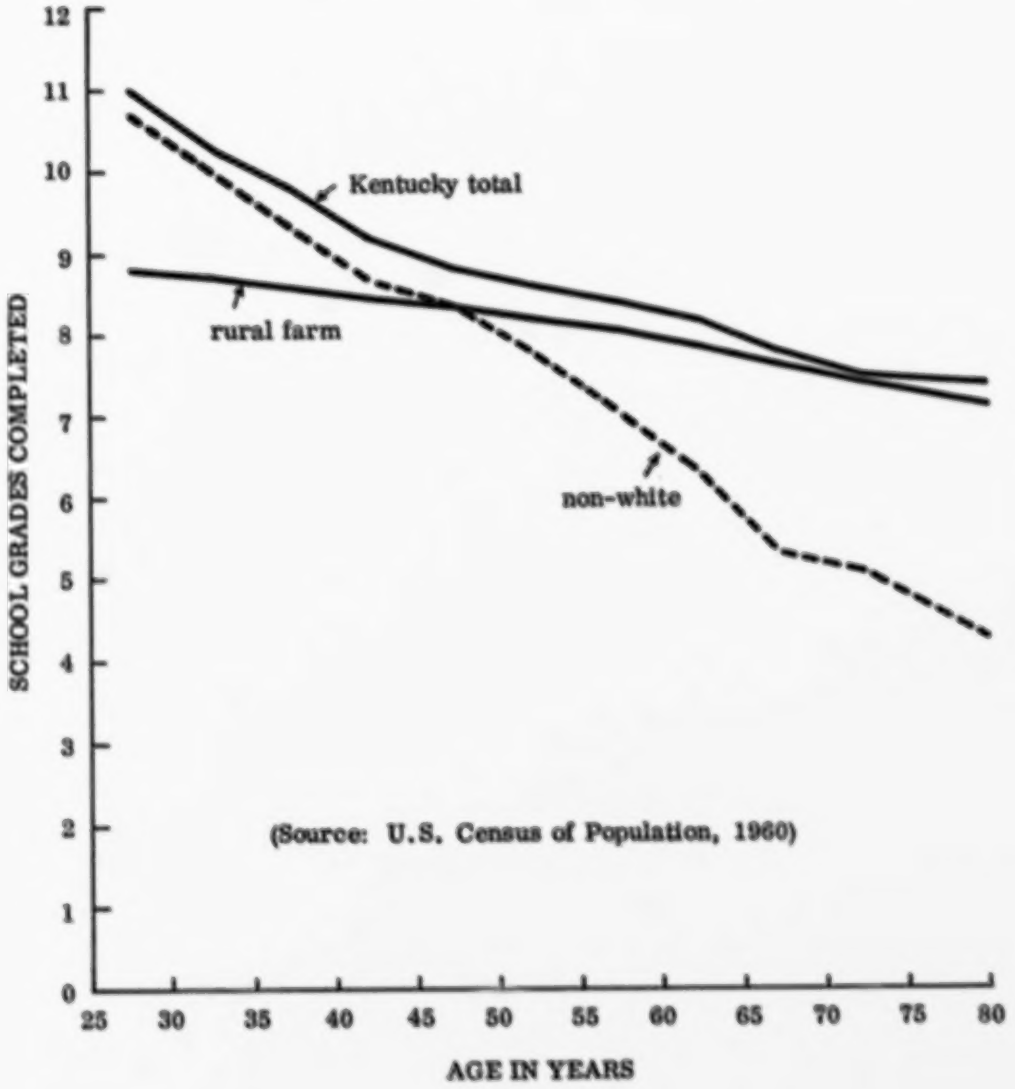
	Males		Females	
	Number	Percent of Type[12/]	Number	Percent of Type
Total	289,065	33	245,719	30
Color:				
White	260,447	36	220,350	29
Non-white	28,618	51	25,369	41
Age Group:				
25 to 44 years	93,918	27	75,248	20
45 to 54	118,062	41	98,044	32
65 years & over	77,085	58	72,427	47
Residence:				
Urban	92,070	26	88,733	22
Rural-nonfarm	121,168	44	104,083	37
Rural-farm	75,827	50	52,903	36

Poverty in education was more concentrated among older people, farm residents, males, and non-whites. Farm people had only slightly less education than the total population at ages of 60 and over (Fig. 3). Schooling for non-whites was considerably under the state average for ages over 60, but in the age groups 25 to 34 the non-white population had nearly as much schooling as did the total population. The rural farm population 25 to 34

12/ Percent of type is the percentage of the total population over 25 years of age of each type which had less than 8 grades of education. Example: 36 percent white males means that of all white males over 25, 36 percent had less than 8 grades of school.

years old had considerably less schooling than the total population. Thus, younger farmers appear to be handicapped relative to those in other occupations.

In the 1960 census there were 64,463 youths of school age reported to be "not in school." Most of these (44,583) were between 14 and 17 years of age and were in a group generally thought of as "drop-outs." There were only minor variations in the percentages by color and residence of those who were not in school.



(Source: U.S. Census of Population, 1960)

FIG. 3. —MEDIAN GRADE OF SCHOOLING COMPLETED BY PERSONS OVER 25 YEARS OF AGE BY AGE GROUPS, TOTAL, RURAL-FARM AND NON-WHITE POPULATIONS, KENTUCKY, 1960.

The 1960 census also reported a total of 112,131 students who were two or more grades behind the normal grade for their age (Table 9). More than one in seven Kentucky children were retained in the first grade for the school year 1960-61. In subsequent grades about 6 percent were retained. Apparently the same children are retained year after year. Over 15 percent were retarded for each grade after the third grade. Retardation was over 10 percent for grades 10 and beyond.

Another indication of educational deficiency is a high number of selective service rejectees. The report of the President's Task Force on Manpower Conservation "equates failure to pass the Armed Forces mental test roughly with lack of an eighth grade education."[3/]

13/ Vincent F. Gegan, "Manpower Conservation. Selective Service Rehabilitation Program," Employment Service Review, Nov. 1965, U.S. Dept. of Labor, Washington, p. 6

The report stated that, nationally, one-sixth of those turning 18 years of age would fail through inability to qualify on the mental test. An equal number would fail because of physical reasons. Kentucky had a rejection rate of about 50 percent for the years 1960 through 1963. About half of those rejected failed the mental test. The total number rejected for the four-year period was 18,778.

C. Employment

Measuring participation in the labor force is a complex process. Labor force data are usually obtained on those over 14 years old. However, this classification contains some groups which make the figure difficult to interpret meaningfully. The "normal" activity for those 14 to 18, for example, is to be in school. The "normal" activity for mothers of small children is to care for the children and the home. The "normal" activity for those over 65 years of age is to be retired. Yet all these groups are included in the labor force data. In addition to the informal and natural pressures that encourage these "normal" activities, there are several laws that require some of these non-labor force activities. However, consideration of these facts in interpreting data will still not produce a completely accurate picture of the labor force. Some people engage in part-time employment voluntarily, while for others only part-time work is available. Some people have two or more jobs. Some of the youths in school are employed full time or part time. Some mothers with children under 6 years are also employed full or part time. And some persons who have been officially retired work full or part time.

Examples of these problems are very evident in labor force statistics for Kentucky. Of the one million persons in Kentucky over 14 years of age in 1960 who were not in the labor force, 174,000 were under 18 and should have been in school. Actually, there were 194,000 under 35 years of age who were in school. There were 229,000 over 65 years old.

The employment situation for the young and the old will be discussed in a special section of this paper on "the young and the old." The present section is concerned mainly with the group 20 to 64 years of age. Because of the different situation of men and women, the sexes will be discussed separately.

The number of workers per family is definitely related to family income (Tables 10 and 11). Nearly 12 percent of all families had no workers according to the 1960 census. Urban, rural-nonfarm, and rural-farm families with no workers had median incomes of less than $2,000. For the state as a whole, the first worker added increased the median family income by $2,729. Additional workers per family increased the family income for all residential groups. The median income of the non-white group was increased by only about $1,000 per worker added, even though most of the non-white population lives in urban areas. Of all residential groups, rural-farm families showed the greatest income gain when a second worker was present. Non-whites had the highest percentage of families with three or more workers per family (10 percent).

TABLE 9. —PUPIL RETENTION AND RETARDATION* IN SCHOOL, KENTUCKY, 1960

Grade	Retention in public schools 1960-61		Retardation in all schools, 1960 Census	
	Number Enrolled	Percent Retained	Number Enrolled	Percent Retarded
Kindergarten	1,008	0.4	7,555	0.0
1	67,761	14.8	74,882	7.6
2	60,738	7.5	68,794	11.7
3	60,065	6.4	70,240	14.0
4	59,440	5.4	65,190	16.7
5	57,721	5.1	65,100	18.3
6	57,509	4.1	65,985	19.2
7	57,517	6.8	66,603	18.8
8	55,272	5.6	60,590	22.0
9	45,773	8.1	43,702	19.7
10	31,687	6.9	37,673	18.1
11	26,575	4.5	35,035	12.8
12	24,959	2.0	33,360	22.2
Ungraded				
Elementary	1,937	33.6		
Secondary	740	7.3		
Total	607,694	7.0	732,743	16.1
			Age	
			5	13,519	0.0
			6	46,884	0.0
			7	61,387	0.0
			8	61,417	5.7
			9	60,834	9.4
			10	60,504	12.0
			11	61,038	13.5
			12	63,944	15.9
			13	62,337	18.3
			14	47,806	23.5
			15	46,111	25.8
			16	40,772	23.8
			17	34,587	24.1
			18	14,690	39.5
			19	5,121	100.0
			20-34	13,758	100.0

*Retention is defined as not being promoted. Retardation is defined as being two or more grades lower than expected for the age level.

Source: 1960 Census of Population and 1959-61 Biennial Report of Ky. State Department of Education

TABLE 10. —MEDIAN INCOME PER FAMILY BY RESIDENCE AND NUMBER OF WORKERS IN THE FAMILY FOR ALL FAMILIES AND NONWHITE FAMILIES, KENTUCKY, 1960

	Number of workers			
	0	1	2	3 or more
All families	$1,042	$3,781	$5,492	$7,119
Urban	1,413	4,892	6,257	8,587
Rural-nonfarm	952	3,374	4,925	5,875
Rural-farm	810	2,135	3,881	4,693
Nonwhite	919	2,320	3,375	4,339

Source: Tables 115, 116, and 117, United States Census of Population, Kentucky, 1960, Detailed Characteristics, PC (1) 19D, Ky.

TABLE 11. —PERCENTAGE DISTRIBUTION OF KENTUCKY FAMILIES BY RESIDENCE AND NUMBER OF WORKERS IN THE FAMILY, FOR ALL FAMILIES AND NONWHITE FAMILIES, 1960

	Number of workers				
	0	1	2	3 or more	All
All families	12	52	30	6	100
Urban	9	49	35	7	100
Rural-nonfarm	17	54	25	5	100
Rural-farm	11	56	25	7	100
Nonwhite	13	43	35	10	100

Source: Tables 115, 116, and 117, United States Census of Population, Kentucky, 1960, Detailed Characteristics, PC (1) 19D, Ky.

After eliminating those under 20 and over 65 years of age and those in school, 12 percent (83,000) of the adult men in the included age groups were not in the labor force according to the 1960 census (Tables 12 and 13). (Not being in the labor force is defined as not being at work or not looking for work.) This group is likely to have low income except for the few who get income from rent, interest on investments, or some type of transfer payments. Why then are these people not in the labor force? It is important to know whether these people are physically or mentally unable to work or whether they lack desire or training for jobs.

TABLE 12. —LABOR FORCE STATUS OF MALES 14 YEARS AND OVER, KENTUCKY, 1960

	Age Group		
	14-19	20-64	65 and over
Total population	160,099	744,390	131,951
In school*	106,024	22,808	0
Also in labor force	18,955	14,122	-
Part-time	14,419	5,432	-
Full-time	3,313	7,940	-
Unemployed	1,204	750	-
Military	526	1,011	-
Not in labor force	87,069	8,686	-
Not in school	54,175	721,582	131,951
In labor force	34,109	637,588	37,481
Military	8,508	36,294	13
Total full-time	22,598	517,214	20,516
Part-time	7,708	85,716	15,612
Unemployed	3,803	37,573	1,353
Not in labor force	20,066	82,894	94,470
Percent in school	66%	3%	0%
Percent not in school	34%	97%	100%
Percent in labor force	33%	88%	28%
Percent not in labor force	67%	12%	72%
Percent of labor force			
Full-time	49%	81%	55%
Part-time	41%	14%	42%
Unemployed	9%	6%	4%

*No data available for those over 35 years of age in school.

Source: Tables 115, 116, and 117, United States Census of Population, 1960, Kentucky, Detailed Characteristics, PC (1) 19D, Ky.

About 38,000 men between the ages of 20 and 64 (6 percent of the labor force in this age range) were unemployed (in the labor force and looking for work). Unemployment rates were especially high in the "coal counties" of eastern Kentucky.

TABLE 13. —DISTRIBUTION OF THOSE OVER 14 YEARS OF AGE NOT IN THE LABOR FORCE BY SEX AND RESIDENCE FOR ALL PERSONS AND FOR NONWHITE BY AGE, IN SCHOOL AND WITH CHILDREN UNDER 6 YEARS, KENTUCKY, 1960

	Male		Female	
	Number	Percent	Number	Percent
Total				
In school	95,675	33	98,405	13
Over 65 years	94,457	32	140,661	18
Married with spouse under 65 years and with children under 6	-	-	451,473	57
All others	-	-	186,987	
Total	103,053	35	92,471	12
	293,185	100	783,010	100
Urban				
In school	39,394	36	40,953	12
Over 65 years	38,530	36	68,662	21
Married with spouse under 65 years and with children under 6	-	-	188,324	56
All others	-	-	80,949	-
Total	30,113	28	36,874	11
	108,037	100	333,813	100
Rural-nonfarm				
In school	37,689	29	37,595	13
Over 65 years	38,109	29	46,349	16
Married with spouse under 65 years and with children under 6	-	-	169,193	58
All others	-	-	76,306	-
Total	53,963	42	39,257	13
	129,761	100	292,394	100
Rural-farm				
In school	18,592	34	19,857	13
Over 65 years	17,818	32	25,650	16
Married with spouse under 65 years and with children under 6	-	-	94,956	61
All others	-	-	29,732	-
Total	18,977	34	16,340	10
	55,387	100	156,803	100
Nonwhite				
In school	5,704	25	5,720	12
Over 65 years	7,540	33	9,823	21
Married with spouse under 65 years and with children under 6	-	-	19,238	43
All others	-	-	8,358	-
Total	9,405	42	11,248	24
	22,649	100	46,029	100

Source: Tables 115, 116, and 117, U. S. Census of Population, 1960, Kentucky Detailed Characteristics, PC (1) 19D, Ky.

An additional 86,000 men were working part time. Over 40 percent of these were under 20 or over 65. It seems probable that part-time jobs represent as much work as this group wishes to do. However, 14 percent of those between 20 and 64 were also working only part time. Counties with high rates of part-time work were the "coal counties" and the low-income farming counties. Full-time work is likely not available within commuting distance of these people.

TABLE 14. —LABOR FORCE STATUS OF FEMALES 14 YEARS AND OVER, KENTUCKY, 1960

	Age Groups		
	14-19	20-64	65 and over
Total population	148,130	772,535	153,579
In school*	97,396	14,751	-
Also in Labor Force	8,378	5,364	-
Full-time workers	1,403	2,978	-
Part-time workers	6,432	2,180	-
Unemployed	539	206	-
Not in Labor Force	89,018	9,387	-
Not in school	50,734	757,784	153,579
In labor force	14,143	250,431	12,918
Full-time workers	9,052	174,211	6,765
Part-time workers	3,185	64,103	5,358
Unemployed	1,886	12,241	695
Not in labor force	36,591	507,353	140,661
Percent in school	66%	2%	0%
Percent not in school	34%	98%	100%
Percent in labor force	15%	33%	8%
Percent not in labor force	85%	67%	92%
Percent of labor force			
Full-time workers	46%	69%	52%
Part-time workers	43%	26%	42%
Unemployed	11%	5%	5%
Married with spouse	21,623	592,795	56,771
and in labor force	3,743	159,202	3,066
Married with spouse and			
children under 6	11,518	211,684	190
and in labor force	1,133	35,082	13
Percent in labor force of			
single	15%	61%	21%
divorced	43%	68%	22%
widowed	24%	44%	8%
separated	25%	42%	10%
married, spouse	17%	27%	5%
Married, spouse and children	10%	16%	7%

*No data available for those over 35 years of age and in school.

Source: Tables 115, 116, and 117, U. S. Census of Population, 1960, Kentucky Detailed Characteristics, PC (1) 19D, Ky.

The female labor force is somewhat more difficult to analyze. In addition to considering whether females are in school or over 65 years of age, whether they are married and have small children in the home is also a factor. In general there are fewer jobs available for women than for men. In all categories the number and percentage of women in the labor force in 1960 were less than for men (Table 14). Rates of part-time were comparable to those of men for the under-20-and-over-65 age groups, but the part-time work rate was twice the

rate for men between 20 and 64. There are some questions as to what comprises poverty among women. Of the single women, in 1960,61 percent were in the labor force. Were the others in need of work or training in order to achieve a "satisfying life"? Were the 35,000 employed women with children under six in a disadvantaged situation? Were the women who had been married and were without a spouse disadvantaged in regard to training, job opportunities, and income?

Some kinds of employment are especially correlated with low income. Both male and female farm operators and farm laborers were in low-income categories. Farming accounted for over 30 percent of all low-income males. "Other laborers" accounted for an additional 10 percent of low-income men. Among women, service workers, private household service workers, operatives, and clerical and sales workers accounted for 109,000 of the total of 136,000 low-income jobs. Over half of the low-income private household workers were non-white, and over a sixth of all low-income service workers were non-white.

Technology has brought about a significant degree of substitution of machinery for manpower. This has created a serious problem in agriculture and mining--a situation that is reflected in the high rates of unemployment and out-migration in mining and agricultural counties. Other industries, such as manufacturing and forestry, are also becoming more and more mechanized. This change from manpower to machinery in many industries constitutes one of the main problems in unemployment today.

D. Housing

The 1960 Census of Housing provided several indicators of the extent of poverty of housing. Dwellings were classified as sound, deteriorating, or dilapidated.[14/] Plumbing, heating, and cooking facilities were included in the house evaluation. A number of specific movable possessions were enumerated.

The Office of Economic Opportunity has defined "poverty of housing" to include the dilapidated and deteriorating categories and sound housing without complete plumbing facilities. In 1960 in the United States 27 percent of all housing units were classified as substandard according to this definition. In 1960, 47 percent of all housing units in Kentucky were classified as substandard. Of these 431,106 substandard housing units, 107,973 were in urban areas (25 percent of all urban units), 215,558 were rural-nonfarm (63 percent of all rural-nonfarm units), and 107,575 were on farms (73 percent of all farm homes). Thus, substandard housing is much more prevalent in the rural areas than in the urban areas (Fig. 2). For all areas combined, 206,895 were owner-occupied units, 172,231 were renter occupied (56 percent of all renter-occupied units), and 39,328 were occupied by non-white residents (78 percent of all non-white units).

Another factor in "poverty of housing" is overcrowding. The 1960 Census of Housing provides a rough indication of overcrowding in its figures for "number of housing units with more than one person per room" (Fig. 3). According to this criterion, 17 percent of all

---

14/ Dilapidated housing does not provide safe and adequate shelter, and in its present condition endangers the health, safety, and well-being of the occupants. Defects are so critical that the structure should be extensively repaired, rebuilt, or torn down.

Deteriorating housing needs more repair than would be provided in the course of regular maintenance. Defects would lead to serious damage if not corrected.

Sound housing has no major defects.

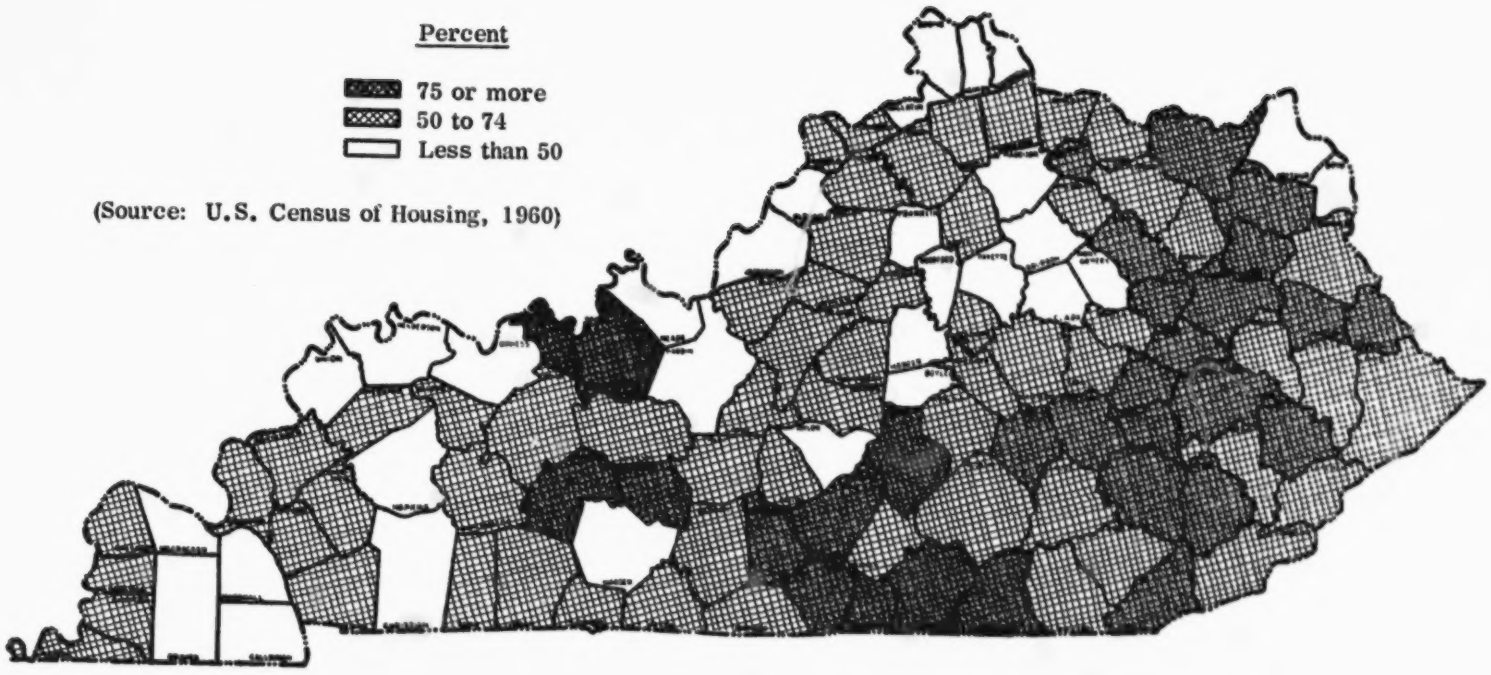


FIG. 4. —PERCENTAGE OF HOUSING UNITS CLASSIFIED AS SUBSTANDARD (NOT SOUND AND/OR WITHOUT COMPLETE PLUMBING), KENTUCKY, 1960.

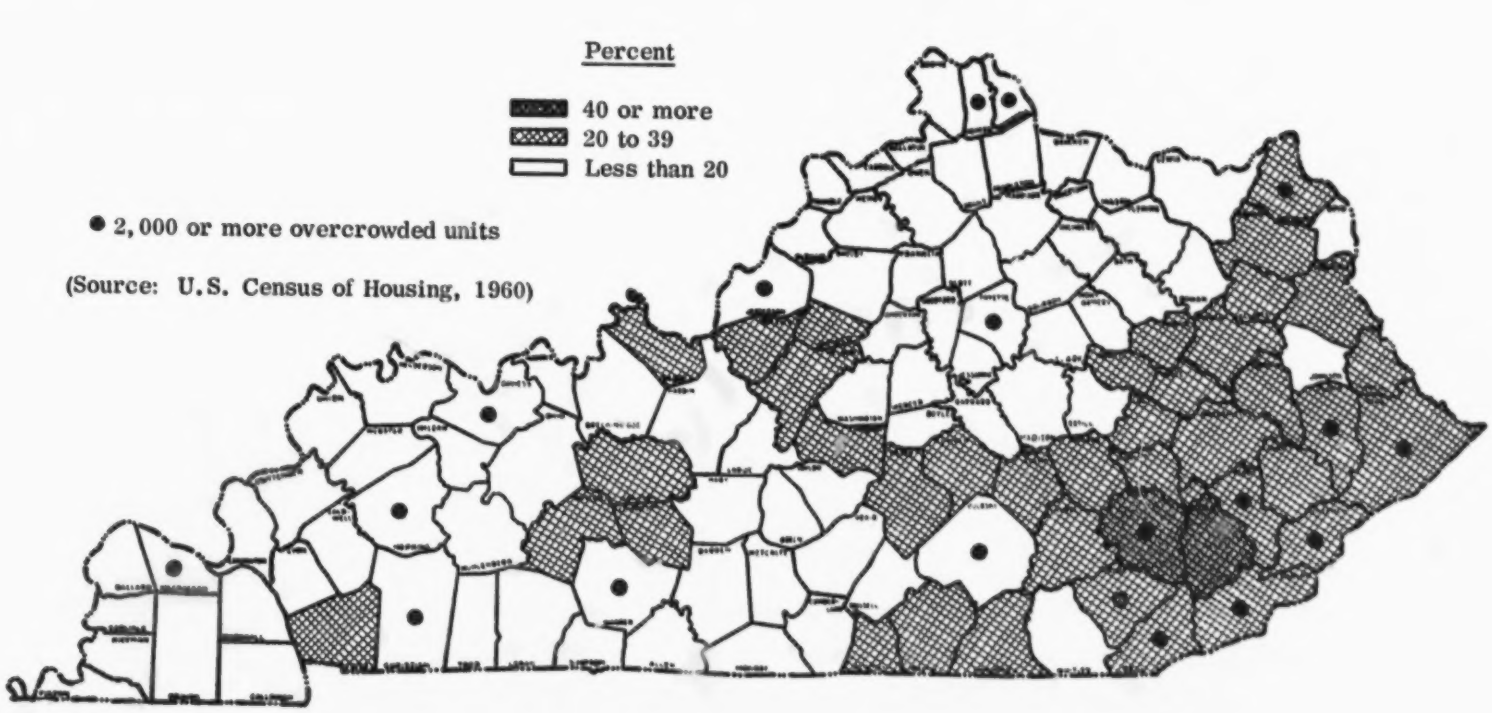


FIG. 5. —PERCENTAGE OF HOUSING UNITS CLASSIFIED AS OVERCROWDED (MORE THAN 1 PERSON PER ROOM), KENTUCKY, 1960.

occupied housing units in Kentucky in 1960 were over-crowded (147,771 units). Of these, 70,493 units were occupied by owners (13 percent of all owner-occupied units), 75,278 were occupied by renters (25 percent of all renter-occupied units), 15,015 were occupied by non-whites (24 percent of all non-white units), and 54,615 were in urban areas (13 percent of all urban units).

E. Health

Being in poor physical or mental health may be considered an aspect of poverty. The persons affected are not likely to be working and the cost of treatment is an important item in the cost of living.

The 1960 census reported 27,151 persons in institutions in Kentucky. This includes not only hospitals but also jails, prisons, and other types of institutions. Ford in Health and Demography in Kentucky reported that about 19,000 occupied hospital beds in 1960.15/ The out-patient case load is usually higher than that of bed occupancy. The average stay in the general hospitals was 6.4 days for Kentucky. Less than a third of the population of Kentucky is covered by hospital insurance, and about the same percentage is covered by medical insurance. Treatment is expensive and there is usually a loss of earning during the time of illness.

Infant mortality rates and maternal mortality rates are considered good general indicators of health condition. Kentucky has had higher rates than the nation for several years. Non-whites have higher rates than whites. Kentucky has high rates for several specific diseases--tuberculosis, hepatitis, and venereal diseases. Kentucky also has a large number of accidents each year--mainly on the highway, in coal mines, and on farms. For 1962, the State Department of Health reported 1,878 deaths due to accidents.

Poor health is attributable to many factors, such as, poor nutrition, lack of cleanliness, lack of immunization, impure water supply, lack of sewage treatment, carelessness, and unsafe working conditions. Ford stated that, in general, Kentucky measures up fairly well to national standards on health.16/ However, even one avoidable illness or death is one too many.

A report of the Department of Health, Education, and Welfare, Converging Social Trends and Emerging Social Problems, estimated that in 1960 Kentucky had 57,000 alcoholics who were over 20 years of age. Kentucky also had 6,000 patients in mental hospitals in 1962 and, in addition, had many outpatients.17/

F. Social Participation

Social participation, along with housing and ownership of movable possessions, is part of the total idea of level of living. Social participation is usually defined in terms of membership and leadership in formal organization. Those not participating in the formal group activities of a community are outside the decision-making activities of the community.

15/ Thomas R. Ford, Health and Demography in Kentucky, University of Kentucky Press, Lexington, Kentucky, 1964 pp. 123-124.

16/ Ibid, p. 128

17/ Converging Social Trends Emerging Social Problems, U.S. Dept. of Health, Education and Welfare, Washington, D.C. Welfare Administration publication No. 5. 1964. p. 64.

Membership in formal organizations is generally considered to be a necessity for personality development. Several studies by Kaufman, Bauder, Hardee, Christiansen, Richardson, and Young[18/] in selected Kentucky counties indicated a number of conclusions regarding membership in formal organizations in the state.

1. About 25 percent of the adults do not belong to any formal organization.

2. Urban areas have a higher rate of memberships.

3. Families with higher education, higher income, higher socio-economic status, and better communication facilities have a higher rate of memberships.

4. Membership rates increase until about age 45 and decrease sharply after age 70.

5. Membership rates and leadership in organization increase with length of residence in the community.

6. Church membership is the most predominate type in rural areas.

Another indication of the amount of social participation in a group is the percentage of eligible persons voting. About 860,000 Kentuckians over 18 years of age did not vote in the 1964 presidential election. This was about 45 percent of all those over 18 years of age. However, there are other qualifications for voting, such as length of residence and registration for voting.

About 800,000 Kentuckians over 15 years of age (37 percent of all over 15 years) are not members of churches. It is estimated that about one-third of church members are in attendance on a given Sunday. Even though church membership is the most predominate type, membership and participation are low.

G. Welfare Recipients

Those people accepted for public assistance payments have been classified as "needy" by state or county welfare officials. The Kentucky Department of Economic Security reports periodically the number of persons receiving help. These reports give a rough idea of the extent of poverty in the state.

18/Kentucky Agr. Exp. Sta. Buls. 524, 528, 530, 586, 594, 629, and 639.

Number of Public Assistance Recipients, July 1962 [20]	
Total	153,892
Old Age Assistance (OAA)	54,462
Essential persons	2,353
Aid to Needy Blind (ANB)	2,401
Essential persons	462
Aid to Permanently and Totally Disabled (APTD)	8,661
Essential persons	1,581
Aid to Dependent Children (ADC)	
Children	59,457
Adults	19,662
Essential persons	2,361

Public Assistance

An analysis was made of families receiving ADC in Kentucky as of November 1961[21]. The case load at that time was 59,376 children in 21,826 families. The average payment was $86.05 per month per family (2.7 children). Over a fifth of the families (4,613) were non-white, and about half of these non-white families had mothers who were not married; 46 percent of the children under 18 were illegitimate.

In addition to the public assistance program, local governmental units also helped 1,745 needy persons as reported for July, 1962.

About 250,000 persons received donated foods in the fiscal year 1964-65 in 103 counties. The foods had a value of $13 million. An additional $5 million worth of donated foods was provided through the school lunch program. The food stamp program was used by 8,424 low-income families in 10 counties in 1965. Five new counties were added to the program in 1965. A special program to aid families with dependent children that have unemployed fathers (AT-DC-UP) was started in the spring of 1964 in seven counties of eastern Kentucky. In 1965 interviews were held with a sample of 324 of these families.[22] The average size of family was six, and the average income for the previous year was about $700. Nearly half of the fathers had not had a full-time job for seven years. Mining was the most usual full-time job they had held in the past. Forty percent of the fathers and 25 percent of the mothers had less than a 5th grade education. Only a third belonged to a church, and only 10 percent of the church members belonged to any other organization. Three-fourths of the houses were dilapidated or deteriorating. Forty percent owned their homes, and about 25 percent were living rent free. The median rent for the cash renters was less than $12 per month. Nearly three-fourths of the homes were overcrowded.

Isolation was an important characteristic of these families. Only a fifth lived on a paved road. About half never watched television, and a third never listened to the radio. Only a fifth received a newspaper. These facts, plus the low schooling of the parents, constitute an isolation that contributes to a "poverty" subculture.

20/ Taken from Characteristics of Families Receiving ACD in Kentucky. Statistical Journal of Economic Security in Kentucky, July 1962, p. 17.

21/ Ibid., p. 5-11.

22/ Cyrus Johnson, Mountain Families in Poverty, Department of Sociology, RS-24 University of Kentucky, 1965.

The percentage possessing various household conveniences was fairly high: electricity, 87 percent; washing machine, 80; refrigerator, 72; gas or electric stove, 39; telephone, 6; television, 32; running water, 19; home freezer, 9; and bathroom, 7 percent.

An average of four chairs and three beds served an average of six people per family. In three-fourths of the families, the father had no "good" suit. Only half of the USDA recommended servings of milk, fruits, and vegetables were in the diet. Three-fourths of the recommended servings of bread and cereals were being eaten. More meat and meat substitutes than recommended were reported, but beans made up a large part of this. About seven-eighths of the families had one or more members with a chronic illness. One-half reported a member with a physical impairment. One-third had had no members to visit a dentist in the proceding three months, and those who went to a dentist went only for extractions. About three-fourths reported one or more members sick in the past four weeks.

Spending patterns of low-income persons were analyzed in a 1961 study of a nationwide sample by Emma Holmes (Table 15). Those in the sample were older, had less education, had smaller numbers in the family, and had fewer full-time earners than the total population of the United States. There was a considerable amount of deficit spending, which includes credit, use of savings, and selling capital investments. The farm people had an average of $700 in deficit spending.

Some money was spent for each of the categories of consumption. Housing costs varied with the percentage of home ownership, as indicated by the residence classification. Transportation costs were higher for farm residents than for other groups. When the size of the household was considered, the farm population was low on nearly every item of consumption. A general formula appears to apply to spending in this sample—one-third of the income for housing, one-fourth of the income for food. Individual families, of course, vary from the averages.

III. CONCENTRATIONS OF THE NEEDY IN KENTUCKY

A. The Non-White Population

The non-white population of Kentucky generally has higher rates of poverty than the white, regardless of the indicator used. The 1960 census enumerated 218,073 Kentucky people as non-white; 99 percent were Negroes. The non-white population had declined from 1900 to 1950, but the 1950-59 decade showed an increase of 7.6 percent - nearly twice the increase for the whole population of the state. Chiefly responsible for this growth rate of the non-white population was the exceptionally high increase in their birth rate. The non-white ratio of children under 5 years per 1,000 women of child-bearing age increased from 391 in 1950 to 604 in 1960. Interstate migration continued at about the same rate as formerly.

A general description of Negroes in Kentucky is provided by Coleman, Pryor, and Christiansen in The Negro Population of Kentucky of Mid-Century:

"Inasmuch as Negroes constitute only a small proportion of the total state population, Kentucky occupies a nearly unique position among Southern States. Negroes are predominately urban residents in Kentucky, in contrast to whites, who are concentrated in rural areas . . . . Within the Negro population the number and proportion of urban residents is increasing. On the average, Negroes in Kentucky are older than either white Kentuckians or United States Negroes. There are more females than males among Kentucky Negroes. However,

TABLE 15. —SPENDING PATTERN OF LOW INCOME FAMILIES* BY RESIDENCE, U. S., 1961

	Urban	Rural-nonfarm	Farm
Characteristics			
Median age of head, years	60	60	56
Education of head, grades	8	7	7
Average size of household, persons	1.9	2.6	3.1
Average full-time earners per family	0.2	0.2	1.0
Percent home owner	37	61	67
Percent auto owner	27	54	81
Average income after taxes	$1900	$1800	$1600
Average amount spent	2200	2000	2200
Deficit spending	285	160	700
Spending patterns			
Food	$ 618	$ 585	$ 604
Eating away from home	99	68	81
Home produced	0	0	403
Clothing	81	53	75
Personal care	67	57	67
Medical care	186	176	214
Recreation	50	46	61
Reading and education	29	17	28
Automobile	106	243	293
Other transportation	42	16	12
Gifts and contributions	101	85	107
Personal insurance	60	50	86
Housing	776	580	573
Shelter, fuel, electricity and water	569	384	357
Household operation	127	101	95
Furnishings and equipment	80	95	121
Other expenditures	84	97	108

*Includes one-person families.

Source: A report on "Spending Patterns of Low-Income Families (1961)" by Emma Holmes in 1964: Sample of household Units under $3000 after Taxes, United States, 1961. Reported in Adult Leadership, May 1965, p. 16ff.

the number of males per 100 females is higher than among all United States Negroes, though lower than among Kentucky whites. The preponderance of females of child-bearing age in urban areas is especially noticeable. More Negroes migrate out than migrate into the state. The housing, income, and occupations of Negroes are generally less desirable than that of whites. The average educational attainment of Negroes is lower than that of whites, but the differential is not so great as that found in other Southern States where more Negroes are rural." 23/

23/A. Lee Coleman, A.C. Pryor, Jr. and J.R. Christiansen, "The Negro Population of Kentucky of Mid-Century," Ky. Agr. Exp. Sta. Bul. 643, June 1956, p. 361.

These characteristics are valid for 1960, except for the population growth and birth rate changes. In 1960 slightly more than half the non-white population was in Jefferson, Fayette, and Christian counties.

Kentucky's non-white population shows "poverty" characteristics on practically every indicator--income, housing, proportion of female family heads of households, size of family, health, and education. However, members of the younger non-white group (those under 35 years of age) were only slightly lower than the state average in respect to education. This may be due to the high percentage of non-white youth as compared with white youth living in urban areas.

B. The Old and the Young

Both the old and the young in Kentucky have low rates of full-time employment. However, the two groups have an advantage in that families in these age groups are likely to be small. Except for this, the situations of the two groups are quite different. Young families have considerable expense in starting a home, which may be offset by gifts they receive from parents or others, but these do not count as income. Some of the family heads may still be in school. Older people on the other hand, generally are retired, which usually means a substantial reduction in income. Their income comes mainly from transfer payments -- pensions, OASI payments, and OAA payments. The young have more education than the elderly, but even so, about half of those under 25 years of age in Kentucky haven't finished high school and have no special training to get a job. The older people usually have had a reduction in size of family and in income, and they have greater expenses for medical and hospital costs. In the following discussion the "young" will be defined as those under 25 years of age and the "old" will be defined as people 65 years and older.

1. The Young

Although, the "young" can be defined arbitrarily as those people "under 25," factors other than age may influence the definition of youth. School attendance is one of the most important of these factors. Since the cut-off age for compulsory school attendance is 16, that age will be used as the lower limit for the "young" in some of the discussion here. Age 18 is the "expected" high school graduation age and, thus, will be used as the cut-off point in other discussions.

Young people are faced with many serious decisions, the outcomes of which will continue all through life. Lack of background, training, or other resources to reach satisfactorily the best decisions in the following major areas of concern may be regarded as another form of poverty:

1. What occupation to enter.
2. What training is required for the various occupations.
3. How to select a mate.
4. Where to live.
5. What is involved in establishing a home and a family.
6. For males, what to do about military service.

Those who drop out of school, who have difficulty in getting a first job, who migrate unprepared to a new community, who get married "too early," who have low job aspirations, and who make no preparation for a vocation show a "poverty of decision making" that will affect their entire lives.

A minimum of high school graduation and two years of vocational training are becoming necessary to secure a middle-level income through life. Further retraining will be necessary from time to time. About 47,000 Kentucky young persons aged 16 to 24 were neither in school nor in the labor force in 1960, according to the 1960 census (Table 16). Married females living with spouse are not included in these figures.

Less than half of both males and females 16-17 years old who had dropped out of school were working full time. Of the rural males 16-17 years old and not in school, about 50 percent were not in the labor force, and an additional 34 percent were not working full time (Table 16).

2. The Old

There has been much concern for the welfare of older people. This concern is evident in the programs of Old Age Assistance and the Old Age and Survivors Insurance under Social Security. In addition, low-rent housing and medical benefits have recently become available for older people.

In 1960 the census reported 292,323 persons over 65 years of age in Kentucky. There were more females (156,272) than males (136,051). Nearly half (131,888) lived in urban areas, a third (95,498) in rural-nonfarm areas, and a fifth (58,164) on farms.

More than 95 percent of the people over 65 were continuing to maintain a home of their own (Table 17). The percentage of women who lived alone (22.5 percent) was more than twice that of men (10.5). Nearly 70 percent of the men were living in a husband-wife family as compared with 36 percent of the women. These differences are due to the fact that husbands are usually older than wives, and women live longer than men. About 55 percent of the women over 65, compared with 24 percent of the men, had been married but were either separated, divorced, or widowed.

Retirement normally begins at age 65 or soon thereafter. Only 16 percent of the men and 4 percent of the women 65 and over were working full time. There were about two part-time workers for each three full-time workers, whereas in the total labor force the ratio was about one part-time male worker to each five full-time workers and one part-time female worker to each two full-time (Table 18).

C. Rural-Farm Residents

Rural-farm residence is one of the chief factors related to low income. This factor is a residence characteristic and is not a synonym for the occupation of farming. The rural-farm category applies to all persons living on places of 10 acres or more on which the sale of farm products amounted to $50.00 or more in 1959. Also included are persons on places of less than 10 acres if the sale of farm products was over $250 in 1959. The 1960 census for Kentucky gave 60 percent of farm residents having reported farming as the main occupation. Of the total 172,700 workers living on farms, 81 percent were males, and 70 percent of the males gave farming as their main occupation. Only 11 percent of the females on farms were employed in farming.

There were 139,614 rural-farm families (547,823 people) in Kentucky in 1960 and 11,580 unrelated individuals. As compared with other main population categories, the farm population in 1960 had more older people, a higher percentage of whites, and fewer persons who had been born in other states or in foreign countries. Over two-thirds of the farm people were living in the house in which they were born (Table 19).

TABLE 16. —STATUS OF YOUNG MALES AND FEMALES BY AGE GROUPS, KENTUCKY, 1960

	Age Group					
	16-17		18-19		20-24	
	Number	Percent	Number	Percent	Number	Percent
MALES						
Total number	56,565		48,665		98,491	
In school	39,228	69	17,817	36	14,037	14
Also in labor force	8,338		6,378		7,421	
Part-time workers	6,828		3,881		3,519	
Not in school	17,337	31	30,848	64	84,454	86
In labor force	8,685	51	23,907	77	75,104	89
Military service	1,768		6,732		15,802	
Civilian labor force	6,917		17,175		59,302	
Percent full-time		43		61		74
Percent part-time		42		24		15
Percent unemployed		15		15		10
Not in labor force	8,652	49	6,941	23	9,350	11
Marital Status						
Single		98		89		52
Married with spouse		1		9		41
Separated, divorced, widowed		1		2		7
FEMALES						
Total number	52,072		44,823		94,491	
In school	36,977	71	15,345	34	8,775	9
Also in labor force	3,464		3,523		2,995	
Part-time workers	2,835		2,440		1,605	
Not in school	15,095	29	29,478	66	85,232	91
In labor force	2,598	17	11,032	37	30,435	36
Percent full-time		42		71		75
Percent part-time		36		17		15
Percent unemployed		22		12		10
Not in labor force	12,497		18,446		54,797	
Not in school, married or in labor force	7,413		6,784		811	
In labor force with children under 6 years old	183		925		7,968	
Marital Status						
Single		86		60		25
Married with spouse		11		33		67
Separated, divorced, widowed		4		7		8

Source: Tables 115, 116, and 117, U. S. Census of Population, 1960, Kentucky, Detailed Characteristics, PC (1) 19D, Ky.

TABLE 17. —DISTRIBUTION OF KENTUCKY POPULATION OVER 65 YEARS OF AGE BY LIVING ARRANGEMENTS AND MARITAL STATUS, BY SEX, 1960.

	Males		Females	
	Number	Percent	Number	Percent
Living in group quarters	3,579	3	5,730	4
Living in households	128,372	97	147,849	96
Male head of husband-wife families	91,276	69	-	-
Male head, no wife	7,572	6	-	-
Female head, no husband	-	-	20,211	13
Wife of head	-	-	55,540	36
Parents of head	8,189	6	22,924	15
Other relative of head	5,299	4	11,432	7
Non-relatives of head	2,756	2	3,157	2
One person households	13,280	11	34,585	23
Marital Status				
Single	7,481	6	11,734	8
Married with spouse	92,893	70	56,771	37
Separated, divorced, widowed	31,577	24	85,074	55
Total population	131,951	100	153,579	100

Source: Table 106 United States Census of Population, 1960, Kentucky, Detailed Characteristics PC (1) 19D, Ky.

TABLE 18. —DISTRIBUTION OF ALL UNEMPLOYED AND PART-TIME WORKERS BY SEX, RESIDENCE, SCHOOL STATUS AND OF NONWHITE, KENTUCKY, 1960

	Male		Female	
	Number	Percent of type	Number	Percent of type
Unemployed				
Total	44,683	6	15,567	5
Urban	17,987	5	9,101	5
Rural-nonfarm	21,563	10	4,751	6
Rural-farm	5,133	4	1,715	5
Nonwhite	4,078	9	2,075	7
In school 14-34 years	1,954	6	745	5
Not in school 14-34 years	19,681	8	7,414	8
Over 65 years	1,353	4	495	4
Part-time Workers				
Total	111,597	17	73,296	27
Urban	36,681	12	44,171	26
Rural-nonfarm	39,661	20	20,044	28
Rural-farm	32,255	25	9,081	29
Nonwhite	8,531	30	13,032	45
In school 14-34 years	19,020	64	29,415	63
Not in school 14-34 years	8,234	14	19,311	21
Over 65 years	13,716	38	4,969	40

Source: Tables 115, 116, and 117, U.S. Census of Population, 1960, Kentucky Detailed Characteristics, PC (1) 19D, Ky.

TABLE 19. —COMPARISON OF URBAN, RURAL NONFARM AND RURAL FARM POPULATIONS ON SELECTED CHARACTERISTICS, KENTUCKY, 1960

	Urban	Rural-Nonfarm	Rural-Farm
Population	1,353,215	1,137,118	547,823
Median age, years	29.7	24.0	30.9
Percent over 65 years	10	8	11
Percent under 5 years	11	12	9
Percent living in group quarters	2	4	0
Number of households	348,081	264,976	139,614
Population per household	3.21	3.72	3.70
Average size of family	3.56	4.00	3.85
Ratio of children under 5 to females 15-to-49 years			
1960	475	567	438
1950	382	581	527
Percent non-white	11	4	3
Percent born in Kentucky	80	85	94
Percent born in other state	17	14	6
Percent foreign born	4	2	1
Residence in 1955 of those over 5 years of age			
Samehouse percent	46	47	68
Different house, same county, percent	38	34	23
Other county in Kentucky, percent	7	8	6
Out of state, percent	8	10	2
Percent of males over 14 in labor force	76	67	73
Percent of females over 14 in labor force	35	21	17
Nonworkers per 100 workers	181	277	227
Percent unemployed of labor force	5	8	4
Percent working over 40 weeks	97	74	80
Percent worked out of county of residence	13	17	10
Industry group of employed persons (percent)			
Agriculture	1	8	60
Mining	1	10	2
Construction	6	8	4
Manufacturing	25	21	11
Transportation, communication, utilities	9	6	3
Trade	21	18	7
Business	15	10	4
Health, education, welfare	13	10	5
Public administration	5	4	2
Not reported	4	3	2

(Table 19 continued on next page)

TABLE 19 (Continued). —COMPARISON OF URBAN, RURAL NONFARM AND RURAL FARM POPULATIONS ON SELECTED CHARACTERISTICS, KENTUCKY, 1960

	Urban	Rural-Nonfarm	Rural-Farm
Median family income	$5285	$3245	$2467
Percent of families under $3,000 income	23	47	60
Percent of unrelated individuals under $2,000 income	67	74	86
Housing (percent)			
Single unit houses	77	96	99
Owner occupied	60	65	76
Condition (percent)			
Sound, all plumbing	75	37	27
Sound, not all plumbing	5	25	34
Deteriorating	14	28	30
Dilapidated	5	10	8
Overcrowded, (more than 1 person per room)	13	19	17
Built in past 10 years	25	28	13
Complete bath facilities	76	41	27
Running water	98	56	48
Community water supply	80	11	0.3
Central heating	67	29	17
Air conditioning	12	5	4
Telephone	78	47	46
Conveniences (percent of housing units with)			
Automobile	74	72	81
Radio	91	85	90
Television	87	71	71
Washer	75	83	91
Dryer	15	10	5
Freezer	10	17	36
Schooling			
Median schooling of adults, grades	9.7	8.4	8.2
Percent adults with less than 8 grades	24	41	43
Percent 16-17-year-olds in school	77	66	68

Source: U. S. Census of Population, 1960 and U. S. Census of Housing, 1960, Kentucky

Kentucky farm people are relatively immobile, with few newcomers to the category. Intercounty migration and migration from farm to farm are quite low. There has been considerable migration from farm to nonfarm residence on the part of the younger people aged 15 to 25. Birth rates have declined, as indicated by the low number of children under 5 years per 1,000 women of child-bearing age.

The percentage of males in the labor force is similar to that in other residence categories, but the percentage for females is only half that of urban females. The rural-farm category is between the urban and the rural-nonfarm categories in regard to the ratio of workers to non-workers and in respect to proportion of full-time workers (40 weeks or more worked in 1959). Unemployment rates were low in 1960, and fewer workers than in other categories commuted to other counties or to other locations for work. As expected, most workers (60 percent) were working in agriculture on their farms. Income levels were considerably lower, and educational levels were somewhat lower than for the other groups.

A high proportion of the rural-farm housing consists of owner-occupied, single units. In most respects rural-farm housing is poorer than that of the other categories, but the rural-nonfarm category has more overcrowded and dilapidated houses. Farm families compare favorably with other groups in respect to movable equipment in the home.

The 1960 Censuses of Population, Housing, and Agriculture gave slightly different figures as to the number of dwelling units or households on Kentucky farms, but in round numbers it was 148,000. By type of households these were distributed as follows:

112,000 farm owner operators
24,000 farm tenant operators
12,000 farm wage workers and others

Of the farm operators more than a third received more income from nonfarm sources than from the farm, but 57 percent reported no off-farm work.

There were about 8,000 one-person households, 27,000 with male heads over 65 years old and 6,000 with female heads over 65 years old.

Low income from farming mainly results because of farms that are too small. Over half of all Kentucky farms had less than a total of 70 acres, and their operators harvested less than 20 acres of cropland in 1960. Nearly half were classified as part-time or retirement farms. At the other end of scale, 29,056 farms sold over $5,000 worth of produce. About half of this gross income was available for family living expenses.

D. Migrants and the Immobile

Migrants in this discussion include migratory seasonal farm workers, members of the armed services who are reassigned every two or three years, people coming into Kentucky, people going to other states, and people moving from farm to city.

Each of these situations has some aspect of the social problems that are related to poverty. All migrants have a problem of relating to the new community and its institutions. Some of the activities in which migrants are handicapped are voting, church participation, school participation, and participation in volunteer organizations and friendship groups. Length of residence is a factor in the selection of leaders and in the selection of members of organizations in many communities. Membership and leadership positions may be transferred from one community to another, but this is unusual.

The migratory seasonal worker is in the community for only a few weeks, has generally a low income, and may not speak English. Usually the level of living of these people is substandard or barely above that rating in respect to housing, water, sanitation, compulsory school attendance, health and welfare services, and police regulations. Migratory farm workers in Kentucky are not numerous, but their problems are important for short periods each year in a few locations.

Other short-time migratory workers at a higher income level are construction workers on highways, pipe lines, and other large jobs that require a special skill. These workers often own their own mobile homes which are moved from one location to another. A job of this kind often runs as long as 8 months at one location. A youngster in one of these families changes schools, curricula, texts, and teachers and may have difficulty making adjustments.

The armed forces and a few other large employers have a policy of stationing their employees for only two or three years at one location. A job is assured, and moving expenses are sometimes paid by the employer. However, there are social costs of fitting into the school system and the community. College students are also temporary residents of a community, usually with little or no participation in the community affairs.

The 1960 census figures on state of birth indicated that 1½ million persons born in Kentucky were now living in other states, and 1/2 million of Kentucky's present residents had been born in other states or countries. Thus, about three times as many Kentucky natives are living outside the state as are natives of other states living in Kentucky. This ratio has been nearly constant for 30 or more years. Of the total Kentucky population in 1960, about 14 percent were born in other states. Of all living persons born in Kentucky, 37 percent lived in other states. The corresponding figures for non-whites were 17 percent and 38 percent. These are net figures which do not account for people who have moved back and forth (Table 20).

Of the 1 1/2 million out-migrants, 870,000 were living in Ohio, Indiana, Illinois, and Michigan. Other states with significant numbers were California, Florida, Texas, and Tennessee which combined made up an additional 258,000. Of the 1/2 million born in other states but living in Kentucky in 1960, there were 207,000 from Tennessee, Ohio, Indiana, Illinois, and Michigan. Thus, the same nearby states that received large numbers of Kentucky migrants also supplied in-migrants to Kentucky.

The non-white population had a different pattern than did the total population. Whereas the total population had a ratio of 1 in-migrant to 6 out-migrants for the Ohio, Indiana, Illinois, Michigan area, the non-white population had a ratio of 1 in-migrant to 15 out-migrants for these states. Among non-whites, in-migrants exceeded out-migrants for the states of Tennessee, Alabama, Georgia, Mississippi, North Carolina, Virginia, South Carolina, Arkansas, and Louisiana. Nearly 26,000 of the 47,000 non-white in-migrants were from these southern states. Kentucky appears to be a stopping-off-point for the migrants from the Deep South on their way to the industrial north, a type of temporary residence that may last as long as a generation.

About half of the Kentucky population move to a new or different house every five years. Two-thirds of the migrants between 1955 and 1960 did not change counties (Table 21). Those crossing county lines were about equally divided between those coming from outside the state and those moving from county to county within the state. The nonwhite population was slightly less mobile and did considerably less crossing of county lines within the state.

TABLE 20. —STATE OF BIRTH OF KENTUCKY RESIDENTS AND RESIDENCE OF KENTUCKY NATIVES FOR ALL PERSONS AND FOR NONWHITE PERSONS, 1950 and 1960

	Total		Nonwhite	
	Number	Percent	Number	Percent
Residents of Kentucky, 1950				
Born in Kentucky	2,551,430	87	162,750	81
Born elsewhere	376,291	12	37,266	18
Not reported	17,085	1	2,700	1
Total	2,944,806	100	202,716	100
Residents of Kentucky, 1960				
Born in Kentucky	2,256,156	85	171,193	79
Born elsewhere	424,668	13	37,273	17
Not reported	57,332	2	9,533	4
Total	3,038,156	100	217,999	100
Natives of Kentucky, 1950				
Resident in Kentucky	2,551,430	69	162,750	61
Resident in other states	1,145,485	31	103,027	39
Total born in Kentucky	3,696,915	100	265,777	100
Natives of Kentucky, 1960				
Resident in Kentucky	2,556,156	63	171,193	62
Resident in other states	1,485,029	37	103,827	38
Total born in Kentucky	4,041,185	100	275,020	100

Source: 1950 and 1960 United States Census of Population Special Reports, "State of Birth."

TABLE 21. —DISTRIBUTION OF KENTUCKY POPULATION OVER 5 YEARS OF AGE IN 1960 BY RESIDENCE IN 1955 FOR ALL PERSONS AND FOR NONWHITE PERSONS

	Total Persons		Nonwhite persons	
	Number	Percent	Number	Percent
Same house	1,359,129	50	101,595	54
Different house, same county	908,826	34	65,778	35
Different county, Kentucky	193,641	7	6,402	3
Out-of-state	202,936	8	10,897	6
Not reported	31,142	1	4,506	2
Total	2,695,674	100	189,178	100

Source: United States Census of Population, 1960, Kentucky, Table 42, General Social and Economic Characteristics, PC (1) 19C, Ky.

IV. IMPLICATIONS FOR PROGRAMS

The National Committee for Economic Development, on the basis of a two-year study of poverty, recommended a nine-point program of action concerning education and training. The suggested program included the following points:

(1) Expansion of programs such as Head Start, to give pre-kindergarten education to disadvantaged children.

(2) Modernization of vocational training in the schools.

(3) Expansion of state-supported community-college programs.

(4) Expansion of state programs for training and retraining adults, whether employed or unemployed.

(5) Establishment of community programs to eliminate adult illiteracy.

(6) Expansion of programs to rehabilitate the physically handicapped.

(7) More emphasis on financial support for constructing and equipping educational and rehabilitation facilities in federal-aid programs for economically distressed areas, such as Appalachia.

(8) Greater utilization of the capacity of United States business for training workers.

(9) More efficient operation of the educational system by better organization of school districts, quicker application of modern techniques, and more use of research.

This nine-point program calls for a combination of federal, state, local, and private effort to get the job done.

Whatever the specific program of an agency or an organization, certain geographic limits will determine the people to be served. If the volume of potential clients is large and the concern is of a general nature, a small geographic area, such as a neighborhood or a community, will be indicated. If the program is designed to serve highly specialized need, or if the possible users are widely scattered, an area of several counties will probably be necessary. Technology change and extremely high birth rates for the past 30 years have resulted in a high concentration of people in Southern Appalachia who have low incomes, sub-standard housing, low education, and poor health, and are dependent on welfare programs. For this area a total county or area approach seems most practical.

A program will have greater appeal if it is made on the basis of a geographic place, name, a new opportunity, an improved service, or program enrichment. A program advertised as "for the poor" or as "low cost" carries an inherent stigma that may cause those in greater need to continue to be non-participants. A program for everyone living in a geographic area, for a certain age group, or for persons with a certain interest helps to bring together both those in need and those who are further up the scale.

A simple yet effective approach to developing programs is to break down the total population first into age groups. Possible categories are the pre-school child, the elementary school ages (6-13), high school youth (14-18) older youth (18-25), the working age (20-64) and the elderly and retired (over 65). These age categories and major subgroups of each

should be considered before planning a program's content, method of organization, sponsor, financing, facilities, paid personnel, and use of volunteers.

The pre-school child is most subject to influences that affect his entire lifetime, since one's major values and attitudes often are set before entering school. Knowledge and skills are added with further education throughout life to a personality that is already basically formed. In our society the family has always been the main influence in forming the personality of the pre-school child, since personality is influenced by direct teaching and by the child's imitation of the role models of the adults with whom he is most in contact. Havighurst[24/] has discussed a set of developmental tasks for each age-group, based on the needs of middle class society in America. The tasks of the pre-school child are listed as learning to walk, to talk, to take solid foods, to control body elimination, to understand sex differences and modesty, to achieve physiological stability, to develop appropriate emotions toward parents and others of the same age group, to develop simple ideas of right and wrong, and to develop some simple ideas of the social and physical world. Without depriving or relieving parents of their responsibility for the training of their children, other groups could well assume a greater responsibility for the pre-school child. Possible sponsors of programs include nurseries, kindergartens, churches, recreation and playground organizations, libraries, PTA groups, and health and welfare organizations.

Parents have tasks of their own--establishing a home, adjusting to a first or a second child, managing a home, taking on civic responsibilities, finding a congenial social group, and getting established in an occupation. The tasks of starting and rearing a family are only part of the total job of living. If the mother is working, the difficulty is greater. Moreover, parents are likely to behave toward their children in much the same way that their parents behaved toward them. Outside influences on the children and outside helps for parents are greatly needed if desirable changes are to be brought about.

Child training in elementary and secondary school years has been the responsibility mainly of the schools. The developmental tasks enumerated by Havighurst for the pre-teens are: developing physical skills; developing a self-reliant attitude regarding cleanliness; developing a reliable attitude toward safety and diet; expanding a set of relationships which includes strangers and members of a peer group; developing appropriate attitudes toward sex roles; developing skills in reading, writing, and other forms of communication; developing some concepts of everyday living (time, space, beauty, shapes, science); establishing a moral code and personal independence through planning and action; and developing democratic social attitudes. During the high school years the tasks are: developing ideas about a career choice; becoming emotionally independent from parents; and preparing for marriage and family. An enriched school program can do part of the job. Other programs in the community are needed to supplement the school programs.

Older youth are faced with selecting a mate, preparing for a specific life occupation, and getting a job, among many other tasks. These are basic decisions that have lifetime effects. There are also the questions of civic and social activities, use of leisure time, and family life knowledge and skills that are important to this group. Programs of most communities have been too little and too late to care for the problem cases. School dropout, pregnancy, illegitimacy, early marriage, and incidence of venereal disease are symptoms of poor decisions made by high school and older youths.

Families in the middle-aged groups have concern for their children, concern for their parents, and concern for themselves. Remedial education and job retraining are occupational program possibilities for those over 25 years of age.

24/ Robert J. Havighurst, Developmental Tasks and Education, Longmans, Green and Co., New York, 1954

Older people are faced with adjusting to their children getting married and leaving home. Upon retirement there are problems of use of time, medical costs, and reduction of income. Questions arise as to where to live during retirement, part-time work, hobbies, and what to strive for. All of the problems of middle age reappear, but the solutions are likely to be different.

Every age group has its own special "poverty" problems. This fact leads to the logical, effective, and relatively simple plan of organizing programs around special age needs and interests. The "age" approach is recognized in the nine-point program and is supported by the data on poverty in Kentucky. When poverty is viewed as concerning the whole way of life of individuals and is shown to have many differing forms for different age groups, almost unlimited possibilities for helpful and effective programs become apparent. The job of battling poverty in all of these various areas and in the differing age groups provides ample challenge to the organizations of America--both governmental and private--who concern themselves with the problem.

Cooperative Extension Work in Agriculture and Home Economics, College of Agriculture and Home Economics
University of Kentucky, and the U. S. Department of Agriculture, cooperating.
W. A. Seay, Dean and Director. Issued in furtherance of the Acts of May 8 and June 30, 1914.

2M-1-67